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PLANNING FOR DECLINING ENROLMENTS

by

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A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE

OF MASTER OF EDUCATION

IN

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THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "Planning for Declining Enrolments" submitted by Andrée Almeida in partial fulfilment of the requirements for the degree of Master of Education.

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Date September 30 1980.

To Elise, Camille and Diana

"Our best thoughts come from others."

ABSTRACT

The purpose of this study was to describe how the planning component of the administrative process was carried out in relation to the problems created by declining enrolment in the Edmonton Public School District. It was assumed that such an investigation would provide insight into the way that district level administrators plan when attempting to cope with a changing situation.

In order to carry out this task, six operational areas of educational administration were used as a framework for analyzing the problem of declining enrolment and the planning that was needed to meet this challenge.

A selected sample of twenty-six people was chosen to be respondents in the study. The sample included nine school principals eight of whom were facing the problem of contraction within their own schools, four senior level administrators from Alberta Education, three executives from the Alberta Teachers' Association (two from the provincial association and one from the local), one director from the Alberta School Trustees' Association, the Chairman of the Edmonton Public School Board. Data were collected through interviews which focused on major research questions.

The study yielded empirical data on how the planning function is actually carried out in a school district in the following operational areas: school program, pupil personnel, staff personnel, community relations, physical facilities and management. The important components of the planning process as perceived by practicing administrators were also identified. The respondents stated that the process of planning for contraction was largely the same as that as for planning for expansion. Only the specific problems were different.

The results of the study led to some implications for administrators. One conclusion which emerged from the study indicated that existing theory inadequately describes how planning actually takes place. There seems to be a need for more knowledge of the scope of planning, the major variables influencing planning and the settings in which planning occurs.

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CHAPTER I

INTRODUCTION

The purpose of this study was to describe how the planning component of the administrative process is carried out in relation to the problems created by declining enrolment.

Most of the published information discussing planning comes from international sources. The general theme that is found throughout this literature is that planning is an effective means to bring about qualitative changes in education in a comprehensive and systematic way. Planners at all levels of education are concerned with preparing for future conditions, arising from a dynamic society, by identifying what needs to be done and determining the appropriate strategies.

Planning research which is carried out at the district-level, and which is relevant to the problems that concern school district administrators, is still needed. Such research could provide insight into the way that planning is done in a jurisdiction and therefore assist them to deal with complex future-oriented decision-making situations.

1.1 The Statement of the Problem

The research problem was to explore how planning was being carried out by the Edmonton Public School District to meet the challenge of declining enrolment. In order to do this the following sub-problems were addressed.

1.2 Sub-Problems

1. What specific plans for adjusting to reduced enrolments have been established or are being developed in each of the following operational areas: school program, pupil personnel, staff personnel, community relations, physical facilities and management?
2. What planning preceded these decisions?
3. What objectives were considered in developing these plans?
4. What was the rationale upon which the plans were based?
5. Who were the participants in planning?
6. What processes were used to arrive at these plans?
7. What factors were operating to constrain the planning process?
8. What are the concerns of the provincial government, the school district, and the schools regarding declining enrolment?
9. How does planning for contraction differ from planning for expansion?
10. What are the important components of the planning process?

1.3 Perspective

For the purpose of this study, plans are the specific adjustments that provincial, district and school administrators made in each of the six operational areas for meeting the problems associated with declining enrolment.

The planning process refers to the procedures that were used for formulating educational plans to shape education to suit the needs of a particular group of people. It is separate from the plans themselves.

Because the planning function is dispersed throughout the school district, planners include the administrators, the teachers and the politicians who were involved with planning changes for coping with contraction at the provincial, the jurisdictional and the school levels. These particular individuals were not necessarily officially designated as planners but may have been involved in planning in selected operational areas.

1.4 Significance of the Study

Declining enrolment has many implications. Few aspects of the educational system will be unaffected by it.

The present educational system has evolved within the context of expansion. With the decline in birth-rate and therefore fewer students in the schools, administrators must re-focus their thinking and begin to develop plans to cope with the problems that contraction will create.

Canadian researchers describe the problem of declining enrolment and propose solutions for it, but write very little on the planning process that is needed to meet the problem.

Only a small amount of information on educational planning at the school district level was found in the literature. Most is speculative and nearly all is non-Canadian. Because there is a lack of empirical data on how the planning function is actually carried out, a study in this area is warranted.

The by-product of this study is a summary of the knowledge of skilled practitioners on the methods of planning for decline. This process may serve as a guide to the best practices for planning in a school jurisdiction.

Finally, it would be a contribution to the development of planning theory if there were a body of detailed case studies on organizations in which the planning function has been analyzed.

1.5 Assumptions

A number of assumptions were made regarding the research design of this thesis.

First, it was assumed that the sample group of respondents interviewed was an adequate representation of administrative personnel having planning responsibilities within their own organizations.

Second, that the Alberta Teachers' Association (provincial and local) would be involved in planning for contraction; therefore, members of these organizations were interviewed.

Third, that planning for decline was a function that was performed mainly at the district level.

Fourth, that the six areas of educational administration -- school program, pupil personnel, staff personnel, physical facilities, community relations and management -- would be a suitable framework for investigating the planning function in this study.

Fifth, that the respondents' answers to the questions on the interview schedule were honest, independent responses which accurately described their activities in planning.

1.6 Delimitations

This thesis was delimited to the Edmonton Public School District.

The only people who were selected to be respondents in the study were those who were involved in planning.

Only eight schools were included in the sample, and these were delimited to those with declining enrolment.

1.7 Limitations

The research findings in this study cannot be generalized to other school districts, government departments, schools or professional associations.

The study was limited by the degree to which the researcher was able to accurately categorize and present the responses of the interviewees in the processes of analysis and transcription.

The thesis was limited to the extent that the instrument could elicit reliable valid and significant information.

Most of the sources that were available on planning were international. There was also a lack of literature specifically pertaining to educational planning at the district level. These limitations were compensated for by doing a more general literature review, and then selecting only the information that was thought to be applicable to planning in a school district.

1.8 Organization of the Thesis

In Chapter One the purpose of the study and the nature of the problem are outlined. The scope of the thesis is also defined.

Chapter Two contains a review of the relevant literature. The review consists of two main thrusts: a summary of Canadian sources discussing declining enrolment, and a selected review of the general literature on educational planning.

Chapter Three discusses the methodology and procedures that were used in doing the research for the thesis. The technique that was used to analyze the data is presented.

The results of the investigation are analyzed and reported in Chapter Four.

A critical assessment of the plans and the planning process used for meeting contraction is presented in Chapter Five.

Chapter Six contains a summary of the study, the conclusions that can be drawn from the research findings, the implications of the study for practice and the theory of planning, and suggestions for further research.

CHAPTER 2

REVIEW OF THE RELATED LITERATURE

A summary of the literature concerning the problems associated with declining enrolment and a discussion of the process of educational planning is presented in this Chapter.

The first part of the review is a description of the current enrolment trends. This description is followed by an outline overview of the nature of the problems that are created by a decreasing student population. Possible responses that have been proposed in the selected literature are then discussed. The final part of the review consists of an identification of the planning process involved and a conceptual framework for identifying and analyzing the planning process.

2.1 Enrolment Trends

The Planning and Research Branch of Alberta Education (1978:5) reports that:

> a modest decline in Alberta total enrolments to a minimum in 1980 or in 1981 of some 1% or 2% below present enrolments is anticipated. Total enrolments should recover thereafter to reach a 10-year maximum in 1987 approximately 108% to 119% of the 1981 enrolment low.

There appears to be general agreement throughout the literature, that a high correlation between population trends and enrolment exists. Maguire (1978) stressed the importance of recognizing that some of the factors affecting enrolments are associated with demographic changes on the one hand and from altering birth rates on the other. According to Fast (1977) and Zsigmond (1976), there has been a dramatic decrease in the number and rate of live births in Canada. The Canadian fertility rate has now fallen below the point of zero population growth. This decrease persists despite the increases in the number of women of childbearing age.

The Planning and Research Branch of Alberta Education (1978:2) anticipates:

> a continuing decline in fertility from 2.047 births per woman (ages 15 - 49 years) in 1978 to 1.914 births per woman by 1985. The rate is assumed to stabilize at the 1985 level in 1986 and 1987.

Maguire (1978) and Loken (1972) suggest that another significant reason for the decrease in population is the net migration of people which in turn is affected by the relative selectivity of Canadian immigration laws. However, as indicated by the Planning and Research Branch of Alberta Education (1978:2), migration patterns in Alberta differ from those of Canada as a whole. They report that:

> positive net migration to Alberta will rise beyond the average of 38,000 in the last three years, to a maximum of 56,000 persons in 1982-83, in response to construction throughout Alberta of large-scale industrial projects, and will decrease to 34,000 by 1987-87, as these same projects become operational.

At the school district level, enrolment figures are complicated by population shifts caused by such factors as the availability of economical family housing, employment opportunities, inner city mobility, and the flight to suburbia (Fast, 1977). Zsigmond (1976) identifies the main determinant of enrolment at any level of education to be the size of the relevant population.

Schwartz (1977) stated:

> ...the impact of enrolment decline on a school district will be a matter of proportion rather than of absolute numbers of students lost. Districts with lower initial enrolments, which have an inherently lesser degree of fertility than their larger counterparts will be more seriously affected by decline of equivalent proportions.

2.2 Impact of Declining Enrolment

In the section that follows an attempt is made to examine the impact of declining enrolment on the six operational areas of educational administration identified by Miklos (1975). The components include: school program, pupil personnel, staff personnel, community relations, physical facilities and management.

School Program

School programs, especially those in high school which are very sensitive to changes in enrolment, will be affected as enrolment levels rise and fall. A comprehensive curriculum can exist only if it is supported by large numbers of students. Therefore, some sections of the core courses may have to be suspended while other courses, namely the technical and vocational subjects, credit physical education and the fine arts may be eliminated altogether. Piirto and Kerr (1977), Scharf (1972), Broker and Hawley (1974) also agree that smaller numbers of students necessitate a corresponding reduction in the quantity and variety of textbooks and equipment. Thus as provision for a variety of educational programs becomes more difficult and costly, a deterioration in program quality may result.

Pupil Personnel

As Schwartz (1977) points out, the variety of pupil personnel services needed in a school district is not directly related to the size of the school age population. However with educational funding dependent on enrolment levels, it is difficult for the required special services to be provided in districts with declining enrolments, (Schwartz,1977; Zsigmond 1975). According to Hickcox and Ryan (1979) a paradox exists: the value of special programs and services is generally recognized to be an essential component of high quality education, but at the same time the government funding and public support for them has been reduced.

Another problem concerns organizing pupils into groups which are large enough in number to be economical and then matching them with the available space and staff personnel. This may include the tasks of amalgamating several grade levels into a single classroom, consolidating schools or busing students from areas of declining enrolment to those areas which are more stable (Jackson, 1978).

Staff Personnel

The requirement for teachers at both the provincial and school district levels is determined by three factors: overall staffing ratios, enrolment and attrition. As the student population decreases a problem of teacher supply and demand is created. In the opinion of Schwartz (1977), a surplus of teachers does not suddenly appear. Rather it is an irregular occurrence resulting in an oversupply of teachers in a particular area of expertise and then eventually in an overall excess of professional staff so that the total teaching force becomes greater than that which is provided for by board policy. For financial reasons, school boards are likely to feel constrained to reduce staff as enrolments decline (Duignan and Ponder, 1978).

The question that Hughes et al (1978:24 raise is: "Which teachers are to be laid off?" School boards may soon be in a position where they not only must dismiss incompetent and non-tenured teachers, but also must decide which of their competent and experienced staff will be released from permanent positions.

Coleman (1973) addresses some of the consequences that ensue when it is necessary to reduce school staff. He argues that additional time demands are put on a diminishing school staff by the relatively constant teaching responsibilities that are required both during and outside of school hours. Moreover, due to the requirements of multi-graded classrooms, teaching methods must be diversified and the amount of effort expended on preparing lesson plans is increased. In contrast to the specialist of ten years ago, the generalist who is competent at teaching various grade levels and who possesses a broad base of skills and knowledge is now needed (Broker and Hawley, 1974).

Another affect of declining enrolments on staff personnel is discussed by Hughes et al (1978). They observe that it is becoming necessary for administrators within a school to expand their role to include part-time or full-time teaching responsibilities which means that they must carry out their administrative tasks under more demanding time constraints. In addition, there is a reduction in the number of available administrative positions from the level of central office down to department head. As opportunities for promotion are eliminated, bright, young, ambitious teachers move to those school districts where they can be assured of better chances for career mobility. The net result is not only the loss of the most promising and capable staff members and the input of fresh ideas from new personnel, but also a reduction in staff morale (Jackson, 1978). Wilson (1977) cautions that the negative effects of an aging teacher population on education in general must not be dismissed as insignificant.

Community Relations

As enrolments decline, school buildings become vacant. Hickcox and Ryan (1979) observe that a typical phenomenon in urban communities is that some schools are seriously overcrowded, while in others the student population is not large enough to justify the existence of the school. They suggest that social problems may arise when it is necessary to transfer students from families with low socio-economic status to schools with surplus space in high socio-economic areas.

A community is disrupted in the event of school closure because the neighborhood school is not only the center for educating children, but in some cases it is also a recreational center (Piirto and Kerr, 1977). Other unpleasant occurrences follow the loss of a local school. Children must attend schools some distance away from their homes which often involves urban transportation problems, and as a result property values may decline (Fast, 1977). Furthermore, Hickcox and Ryan (1979) state that ratepayers, many of whom are non-parents, believe that teachers salaries are too high and that educational taxes should not continue to rise in the face of decreasing services.

Physical Facilities

As enrolment figures shift, physical facilities become inadequate or inappropriate due to the need for more construction in expanding areas and changes in the nature of facilities in established areas (Broker and Hawley, 1974). In those neighborhoods where the demand for school space decreases, buildings become underused but the required amount of maintenance and repair is not reduced in proportion to the reduced space needs. It is also challenging to provide diversified and specialized, let alone the most basic, programs when alterations are necessary in existing facilities (Schwartz, 1977).

School Management

Jackson (1978) points out that the most obvious negative effect of declining enrolments is the ensuing complication in the day-to-day operation of the school. This is the problem of coordinating the appropriate teachers, special services, supplies and facilities with the children to be served, and of organizing students into appropriately constituted classes that are large enough, at an economical unit cost.

Zsigmond (1976) and Schwartz (1977) both agree that even a substantial increase in the funding for education will not result in an equivalent increase of educational services. Schwartz (1977) adds that the uneven distribution of fluctating student numbers makes it impossible to reduce expenditures in direct proportion to student enrolment. Small schools are expensive to operate: as enrolment falls unit costs are likely to rise. The smallest schools have the highest per pupil operating costs, which decrease until enrolments grow to the size of those in the largest urban and suburban districts. Then costs begin to increase with enrolment. Fast (1977) also recognizes this problem and concludes that keeping open the neighborhood school when it is uneconomical to do so is a questionable use of public funds.

2.3 Responses to Declining Enrolment

The present educational system has evolved within the context of expansion. With the decline in birth rate and therefore, fewer students in the schools, administrators must re-focus their thinking and begin to develop plans to cope with the problems contraction will create.

School Programs

In the opinion of Williams (1978) and Coleman (1973) a decline in enrolment can be viewed as an opportunity for improving the quality of school programs. Better programs can be made possible without necessarily increasing expenditures by keeping the number of staff and physical facilities constant but by redistributing materials and human resources so that the overall instructional level of the school can be upgraded.

If there is no alternative but to reduce program offerings then this can be compensated for through implementation of new technology, flexible scheduling of classes, supervised independent study programs and correspondence courses (Rideout, 1977; Jackson, 1978). In addition, Coleman (1973) recommends such measures as cooperative education arrangements whereby students gain course credits through work experience programs and interschool visits to diversify the curriculum.

Pupil Personnel

It is clear that the allocation of special services must bear some relationship to student numbers. Schwartz (1977) argues that rather than eliminate specialist or support services, an alternative approach is to provide services to schools with decreased enrolments that are proportionately equal to those with stable enrolments.

Duignan and Ponder (1978) propose that, on the one hand the ways in which specialized personnel are utilized in order to increase efficiency need to be examined and, on the other, ways of retaining such services through greater economy elsewhere need to be found. They advocate the use of differentiated staffing as a means for retaining and strengthening special and remedial services.

The other task in this operational area is that of organizing pupils into the space available under conditions of a shifting population within a school district. This may be accomplished by having open boundaries among schools (Maguire, 1978) and by combining some districts into larger units, especially where decline is making some systems less viable as separate units (Hickcox and Ryan, 1979). Students may be bussed from areas of static growth to areas of dynamic growth for a more uniform enrolment distribution (Piirto and Kerr, 1977).

Staff Personnel

Jackson (1978) points out that as enrolments stabilize or decline, there will be little or no demand for additional staff. As Allan (1974) and Jackson (1978) both observe, most school boards have various plans for making staffing practices flexible without necessarily greatly reducing or destroying job security. In the event of surplus teachers, permanent staff are guaranteed that some position in the district will be available to them. A surplus teacher may first be placed as a full-time supply teacher with no change in contract status and then re-assigned to the first appropriate vacancy on staff (Allan, 1974). Scharf (1972) and Jackson (1978) both agree that with the predicted return to multi-graded classes, there is a need for the professional development of teachers through in-service training and other improvement techniques such as educational and sabbatical leaves.

According to Jackson (1978) non-replacement is the most common method for reducing staff. Other means include early retirement schemes, job sharing plans and term renewable contracts. Reciprocal arrangements whereby teachers from neighboring school districts are exchanged to fill positions that are not available at the teacher's own board; promotion, and leaves of absence are other possible ways for reducing surplus staff (Jackson, 1978, Fast, 1974). Schwartz (1977) recommends the early release of those teachers who are unable to improve their pedagogical skills when such improvement is required.

Duignan and Ponder (1978) advocate four criteria for staff reduction: 1) seniority which they regard as being important from the humanitarian point of view and for staff morale, 2) qualifications, since the finding that student performance varies directly with teacher qualifications is supported by research, 3) teacher competence, because it is essential for the development of skills in the student, and 4) the level of priority of any school program and the value of a particular teacher to it. Scharf (1972:9) believes that the only person who is capable of deciding which teachers should be released is the principal "who should supply the recommendations and justification for the dismissal of the teacher."

Hickcox and Ryan (1979) caution that to avoid false economy, the reduction of administrative staff should be based on serious study of the consequences of the action. They advise that central office personnel should be removed only if it has been arranged that the duties of an individual be carried out by others in the school system. Jackson (1978) suggests it is possible that members of the experienced and professional staff of the school assume many of the functions and duties of the consultants and coordinators of the central office. The role of the principal could also be changed to become more of a system-wide management position to include many of the supervisory duties that are normally the responsibility of the central office. Finally, another alternative suggested by Schwartz (1977) is the practice of rotating rather than continuing supervisory appointments. Under such an arrangement, supervisory positions would have the same status and salary as that of the principalship, and appointments would be for a fixed rather than for an indefinite term, and would be rotated amongst the district principals.

Community Relations

According to Jackson (1978), many of the problems associated with declining enrolments may be alleviated by implementing the concept of community school. His rationale is that the community school is a logical way to make use of surplus school space, and that broader more flexible education programs can be offered so that students who leave school when it is legal for them to do so would be encouraged to continue their education. The provision of new educational opportunities would also recruit adults which could in turn create new forms of funding and possibly new funding agencies. Furthermore, the public and political support for schools would be broadened because in the community school related services are brought together which reduces expenditures. Finally, teachers could have similar but alternative kinds of jobs such as designing programs, recruiting resources, providing instruction for a variety of people and strengthening relations amongst members of the community.

Physical Facilities

Schwartz (1977:40) raises the question: "What is to be done with space no longer occupied by the number of children for which it was intended?" In the opinion of Rideout (1977), there seems to be few reasons why schools cannot share the same buildings and equipment. However, Hickcox and Ryan (1979: 8) found that in their study the respondents indicated that it would be extremely difficult for boards to obtain community support for the sharing of facilities between the public and separate systems despite government pressures to do so.

According to some writers vacant classrooms can be used for improving the quality of education. For example, they can be used as a solution to overcrowding (Fast, 1977) or they can be converted to be used as space for special program facilities such as laboratories, art studios and rooms for remedial and enrichment programs (Rideout, 1977). Other possibilities include renting out surplus space to non-educational groups such as senior citizen and business people (Fast, 1977) or closing off unused areas of school buildings to save on maintenance costs (Hickcox and Ryan, 1979).

When enrolments decline, decisions about closing schools will have to be made. Schwartz (1977) describe school closure as a two stage process. The first stage is ascertaining "educational viability, economic viability and geographical necessity." The second stage is the actual decision of whether or not to close the school. Schwartz (1977) argues that the decision for closure should be accompanied by the following supporting data for both the candidate and receiving schools: enrolment projections, program details which include an outline of the available curriculum and support services, a discussion of the philosophy and overall description of the schools, and staffing details. Rideout (1975) advises that a board may wish to include guidelines for appealing decisions to close designated schools. Moreover, Schwartz (1977) and Fast (1977) agree that from the very beginning the community must have helped make the decision to close a school and should be involved in the investigation of the alternative future uses of a chool that has been closed if good school-community relations are to be maintained.

School Management

In order to cope with the financial problems caused by decreased enrolments, alternative funding procedures need to be implemented. The opinion of the respondents in the Hickcox and Ryan study (1979) was that the use of per pupil costs as a basis for educational funding is obsolete. Hickcox and Ryan (1979) suggest that program grants be substituted for per capita grants and that financial planning be done at the local level so that realistic policies can be developed. Another suggestion made by Hughes et al (1978:26)"is that there is need for an indication of the level of funding to be expected (from the Province) on a three to five year basis so as to allow for specific long-term planning." These plans should take into account expenditures such as transportation costs, capital costs, building maintenance costs and staffing costs (Sutherland, 1977).

This section of the review discussed some enrolment trends in Alberta and Canada as a whole, the impact of declining enrolment on the six operational areas of educational administration and possible responses to the problems created by contraction.

The next section is an overview of the major aspects of planning. It begins with the desirability of planning. A discussion of the participants in planning and of the components of the planning process follows. Finally, some constraints on the planning process are identified. Because most of the literature comes from international sources describing planning at the national level it may not necessarily be characteristic of planning at the district and school levels.

2.4 The Desirability of Planning

Many writers make prescriptive statements about the nature of good planning, that is they indicate what planners should do. Effective planning is, equated with and part of good administration, (Lyons, 1970) and it provides an essential service to decision making (Tracz and Burtnyk, 1972).

The nature of planning implies rationality, that is, it involves "the careful weighing of evidence and information on the basis of which various alternatives can be considered" (Tracz and Burtnyk, 1972:45). Therefore the likelihood of making rational decisions is increased with planning (Worth, 1972).

In addition to being necessary for rational decision making, Ingram (1972) points out that planning is an integral part of the policy-making process. "The establishment of policies which provide the basis for future action that is coherent, systematic and purposeful" are the result of the linkage between planning and policy-making (Neal, 1967:7).

Neal (1967:10) also claims that the "lack of planning in education may in fact limit the possibilities of human choice." Thus, a focal purpose of planning is to help decision makers to make better choices "not to lead to conformity" but rather to increase the possibilities for action for both individuals and for members of the system as a whole or parts of it (Neal, 1967:7).

Limited resources can be utilized more effectively and efficiently through planning so that the quality of education can be systematically increased over a period of time (Neal, 1967). The results will be an overall improvement of the educational system because the development of programs which are more closely related to the needs of students and society will be facilitated (Miklos, 1972; Gurugê, 1970).

Innovation, and orderly and systematic procedures for bringing about and coping with changes, are made possible by planning (Miklos, 1972). The existing situation will be corrected and improved in some fashion by the changes that are designed (Morphet et al., 1971). Quality education is not necessarily ensured by planning, but even average education is difficult to achieve if planning is lacking (Neal, 1967).

In the opinion of Morphet et al (1971:32), "the basic purpose of planning is the achievement to the highest degree possible of defensible goals that relate to all aspects of educational operations." Greater productivity in a school district will come about when goals are aspired to in a systematic way rather than through a method of haphazard improvization (Neal, 1967). A higher degree of goal attainment is possible because conflicts between competing priorities and amongst strategies for managing programs can be resolved by planning (Riffel et al., 1970).

Finally, research is assisted, problem identification is assisted and information used to evaluate programs is generated, because appropriate procedures by which relevant facts may be gathered and data analyzed are provided for by the planning process (Morphet et al., 1971).

Greenfield et al. (1969:14) state that:

> Without planning a school system is liable to make three fundamental errors which reduce the overall effectiveness of its educational programs and which lead to a waste of resources. These errors are:
>
> 1. The system does not know what it is doing, i.e. no clear sense of purpose guides the decisions in the system.
>
> 2. The system does not have sufficient information about the programs relevant to that purpose. It also lacks a basis for comparing the costs and benefits of alternative programs. It is difficult to tell whether new programs would be more effective than those already in operation.
>
> 3. The system has no reliable standards for evaluating the effectiveness of its programs, either new or existing. Lacking reliable standards, the system seldom if ever evaluates its programs. Change in the system is determined on the one hand by tradition or inertia and on the other by fads, pressures and enthusiasms of individuals.

Plans must be made flexible and adaptable, in order to avoid waste, duplication and rigidity (Hemphill, 1970). To some extent, this is limited by the availability of trained personnel as well as the quality of administrative leadership in the operation (Gurugé, 1969).

2.5 The Participants in the Planning Process

Worth (1972) recommends the philosophy of participatory planning. This ideal requires that all citizens be involved in determining the nature of Alberta's educational system. The planners should include students and parents, elected officials and community workers, business people, trustees and taxpayers. "Some school systems make effective use of an advisory committee on planning" (Neal, 1967:16).

Bumbarger et al. (1972) state that the school system is the operational level of planning, that is, the level that implements policies and plans formulated at the provincial and district levels. The term school system is used by Greenfield et al (1969:18) to refer to all personnel who are responsible either directly or indirectly for the operation of educational programs in a school district. They specify that there are three groups of personnel involved: school board members, administrators and teachers. In a study done by Goldman and Moynihan (1976) on educational planning at the school district level it was found that two main categories of people were involved in planning: (1) professionals and a mix of professionals and community groups. However, Neal (1967) claims that the major responsibility for planning should be assumed by the school trustees and the superintendent since planning is an integral part of policy formulation. Goldman and Moynihan (1976) stress that it is the responsibility of the superintendent to facilitate the process by (1) active leadership or (2) by approving plans that were made by subordinates. It is the responsibility of the superintendent to insure that all planning proceeds concurrently and is properly co-ordinated.

Worth (1972) suggests that the necessary involvement of a concerned society is more likely to occur in a system where effective central co-ordination is combined with decentralized control. Although certain aspects of planning may require unique types of expertise which might be centralized, the total planning function can be decentralized to include both professional and lay people at the central and local level.

The experts act in an advisory capacity by obtaining the pertinent information, making the necessary analysis and presenting it for consideration to the decision-making groups who use it for the planning and policy-making process. These experts may include members of various private consulting firms, research teams and universities (Goldman and Moynihan 1976).

According to the Worth report (1972), the Provincial government must make provisions that permit a high degree of local, institutional and individual input. The planning unit would serve this purpose. It would take the form of a government agency that co-ordinates, supports, and supplements the work done by the four existing educational divisions. These include: early education, basic education, higher education, and further education. Its prime objective would be to collect data from the four divisions and from the public so that legislative and departmental personnel can make informed planning decisions.

In the opinion of Gurugé (1969), the existence of planning organizations at each level is not without limitations. The more the planning process is decentralized, the greater the likelihood of losing perspective and the greater the danger of being preoccupied with parochial and local considerations.

Thus the participants in planning may vary with the level at which planning takes place. At the provincial level they may be mainly the politicians who consult with experts in a particular planning field, at the district level planners may be central office and school administrators while at the school level they may be principals and various community or parent groups.

Depending upon the structure or who is involved, the planning process or how planners accomplish the planning task may alter. The planning process is the subject of the following section.

2.6 The Planning Process

Planning is critically linked to the availability and reliability of the information supplied by the relevant feedback systems (Hemphill, 1970). The absence, inadequacy or inaccuracy of data affects the ability of planners to adjust to future behavior in light of past performance. Gathering and processing data do not constitute planning. Nor is the forecasting of retention and enrolment figures over a period of time a plan. These are only the tools for planning, and the efforts that should be expended on them vary directly with their anticipated ability to contribute to realistic decision making (Gurugé, 1969).

> This fact has to be constantly born in mind when research units, entrusted with their collection and preparation show a predilection for amassing vast quantity of data of little use to planning though extremely valuable for history (Gurugé, 1969:115).

The Components of the Planning Process

One way to conceptualize planning is to consider it as a process composed of the various planning tasks involved. Many writers have identified different components of the process. A synthesis of these components appears in Figure 1. It includes diagnosing present conditions and recent trends, assessing needs, determining and selecting goals, assessing resources, establishing objectives, developing programs, developing procedures, scheduling, evaluating, and revising. These activities are interdependent and

COMPONENTS OF THE PROCESS	LYONS*	MIKLOS	UNESCO	GURUGE	NEAL	INGRAM	MORPHET	GREENFIELD
Diagnosing present conditions and recent and future trends	X		X				X	
Assessing Needs					X		X	
Determining and selecting goals		X		X	X	X	X	X
Assessing Resources					X			
Establishing Objects			X	X	X		X	X
Developing Programs	X	X	X	X				X
Developing Procedures	X	X	X	X	X	X	X	X
Scheduling				X				
Evaluating	X	X	X		X	X	X	X
Revising	X	X	X			X	X	

*Sources are identified in bibliography

Figure 1: COMPONENTS OF THE PLANNING PROCESS AS IDENTIFIED BY VARIOUS WRITERS

presented in a sequence in which they might logically be performed.

Diagnosing Present Conditions and Recent Trends

This stage is necessary so that planning is done in the context of political and social reality and to allow planners to examine changing circumstances.

Assessing Needs

A good definition of the problem or needs to be planned for is essential so that the solution(s) follows logically. Anticipation of future problems is necessary to avoid a short-range planning outlook and to prepare for demands of the future.

Determining and Selecting Goals

On the basis of the needs that are determined, goals that are desirable and attainable are selected. The goals are targets for which planners strive. They also give direction to future action and set precedents for future action. Examples of goals might be to implement community programs, to expand the option program in the school or to increase the special services for pupils.

Assessing Resources

The term resources includes human, material and financial ones. A written appraisal of expected expense projected against anticipated income is also done here.

Establishing Objectives

At this stage, objectives which are within the means of the school system to attain are established. The areas which might be concentrated upon in terms of priorities are determined so that a series of programs capable of being achieved in a reasonable period of time can be developed.

Developing Programs

A program is a sequence of activities designed to give a step by step approach to guide the action necessary to implement policies and accomplish objectives. Because there will be many possible alternative programs to achieve each educational objective, the school system should determine what these alternatives are and then analyze them. Alternatives are identified by using planning tools such as modeling and simulation, research or scenarios.

Developing Procedures

This function is very close to the preceding one, but is a more detailed statement of the most efficient and effective means for performing the work or carrying out the program. "If only one procedure for effecting a desired change is proposed and considered, then there can be no defensible way in which it could be described as the best" (Morphet et al., 1971:30).

Scheduling

This is the process of establishing a time sequence for achieving goals and of co-ordinating new programs with those already in operation. Long-range and short-range plans are integrated and the necessary controls are implemented to ensure that any impending conflict of plans may be avoided.

Evaluating

The programs selected to achieve the goals are monitored, and the extent to which the goals have been achieved is assessed and evaluated. The results of the evaluation should then be made available through an information system to all other relevant planning phases.

Revising

Appropriate planning includes provisions and procedures for modifying goals, objectives or means on the basis of the information gained in the evaluation.

Effective planning not only involves the effective performance in each of these but also depends upon co-ordination of the planning activities.

A basic assumption of planning is the intention as well as the capacity to change the status quo; therefore, planners must assess very early in the process what can be changed (variables) and what cannot be changed (constants)(Guruge, 1970).

> There is in the field of education, only one main 'constant' namely financial resources. All other factors, perhaps with the exception of the optimum capacity of the building trade, are variable in the sense that adjustments and modifications can be made in them to the extent that funds are available.
>
> The principal variables are (a) pupils (b) teachers (c) time (d) control (e) structure (f) methods (g) evaluation (h) physical plant and facilities (i) additional financial resources.
>
> Out of all these variables rarely does the educational planner use anything other than: (1) number of pupils to be enroled, (2) number of teachers to be employed (3) teacher/pupil ratio, (4) number of working hours and allocation of periods, organizing double sessions to avoid congestion (Gurugé, 1970:61).

Because "policies and planning occur in close proximity to each other" (Miklos 1973:17), political factors enter into almost every phase of the planning process and may function as constraints on the planning process.

2.7 The Political Constraints on the Planning Process

In the relationship between politics and planning, Beeby (1967:21) states that"political forces in the broadest sense of that term may be considered as operating in three different modes." They are the *Weltanschauung*, pressure groups, and personalities and attitudes of the planning officials.

The *Weltanschauung*

The freedom of members of a planning agency to decide on any list of priorities is not only explicitly circumscribed by the political and social philosophies which are openly supported by the government, but it is also limited in a more powerful and subtle manner by the paradigm from which planners operate (Beeby, 1967).

A paradigm is the conceptual super-structure that provides the framework for the identification of scientific problems and for the selection of techniques that can successfully solve those problems. "A paradigm is established when a particular scientific community at a particular time has reached a certain consensus on some fundamental research assumptions based on successful past experience" (Deblois 1978:3).

Deblois (1978:4), points out that Masterman (1970:61) has identified three basic dimensions of a paradigm as conceptualized by Kuhn (1972)

a) The Metaphysical Dimension
In this perspective, a paradigm is refered to as a 'world view', which provides a rational base for what scientists do. A paradigm possesses an ideological component, that is, a body of ideas reflecting the social needs and aspirations of a particular individual or class.

b) The Sociological Dimension
This refers to the adherence of a given community of scientists to an established scientific tradition in a particular place at a particular time.

c) The Construct or Methodological Dimension
In this dimension, a paradigm is a tool which can be used to conceptualize and to solve scientific problems.

Pressure Groups

Planning is constrained "by the number and diversity of interest groups and their power to influence decisions" (Friedman, 1967 : 235). Proposed plans are not likely to be implemented unless they are "considered necessary by a substantial number of concerned citizens". Nor may the proposals resulting from planning be acceptable by the staff or citizens of the school system, if they view them as having been formulated by outsiders (Morphet et al., 1971:49).

According to U.N.E.S.C.O. (1970), the problem of professional, social or personal resistance to change is the most serious one. Perhaps a major reason for this is the slowness of society in general to accept the notion that planning for social change is not necessarily a totalitarian philosophy. Planning as an important means for solving current educational and social problems does not preclude democracy, nor is central control over individual self-determination a foregone conclusion (Morphet et al, 1971; Guruge, 1969).

Guruge (1969:163) observes that:

> It is not unusual for the educational executive to disassociate itself from a document until it feels 'the pulse of the people'. The common strategum is to issue the document as a piece of work of technicians and if criticism mounts to denounce the technicians as either theoretically or politically naive.

Administrators at both the regional and local level require both technical and political skills in planning since both the nature and the substance of the plans is "a matter of intense interest for many different groups" Lyons, 1970:87). An essential political skill of planners without which little development or progress can take place is the ability to "set targets which fire popular imagination" (Gurugé, 1969:119). However, Gurugé (1969:163) cautions that planners should avoid the pitfall of succumbing to "manufactured public opinion", that is, "the opinion of an interested few which is blown into a magnitude far above its real size as a result of the control that group has over the mass-media."

Personalities and Attitudes of The Officials

In the making of plans, planners with no obvious political bias, can allow their own values and social philosophies to overshadow their technical expertise when selecting which issues should be given priority and deciding whose interests should be served (Beeby, 1967).

Ruscoe (1969:21) points out that "the fusion of technical and political decisions contributes to the politicization of knowledge," that is strategic decisions are made on political grounds alone.

There are several adverse consequences of the politicization of knowledge. First, there is lack of clear educational policy for distinguishing which areas of the plans are to be controlled by the planner as technician and which fall into the province of the politician. Second, no distinction is made between those objectives which are politically derived and which are therefore subject to political alteration and those of a technical nature which are subject to technical alteration. This may lead to the debating of issues on policy evaluation and change on the wrong grounds. Third, if the planner's own area for making technical decisions is confused so that the technical and political expertise becomes indistinguishable, then the planner becomes vulnerable to the whims of the politicians. Fourth, the politicization of knowledge affects the way the planners work is to be used in that the plans are implemented for political reasons rather than for sound technical ones. Finally, the planner may be given the responsibility for putting the 'trimmings' on plans which have objectives and means that have been determined on political grounds (Ruscoe, 1969).

Anderson (1967:19) states that "however defensible or desirable some of the political accommodations may be," they undermine educational planning so that the planning task becomes one of "manoeuvering available resources to minimize political unrest" rather than to develop plans which are adequate and appropriate for the situation at hand. But it must be recognized that planning is a futile process without an interdependent relationship between the expert and the politician. Failure to achieve this synthesis will mean that the plans will not be carried out, or the policies that are adopted being exclusively political will be technically inadequate (Friedman, 1967).

In formulating plans, there are problems related to the decisions on how scarce resources will be allocated to support various competing programs. There are always social and political implications when it is decided to fund one particular plan over another (Tracz and Burtnyk, 1971). Friedman (1967) identifies the problem of the dependency of planning activities upon the financial help of private enterprise since problems such as monopoly and entrepreneurial behavior may be encouraged.

2.8 Chapter Summary

This chapter contained a selected review of the literature. The first major section included only Canadian sources discussing three aspects of the problem of declining enrolment: current enrolment trends, the impact of declining enrolment, and possible responses to the problems created by contraction.

The decline in birth rate, migration patterns, the general aging of the community especially in inner city areas, and the flight to suburbs were factors influencing enrolment patterns.

The literature identified possible problems in each of the six operational areas of educational administration. The impact of contraction on school program was a reduction in the quantity and variety of program offerings. In pupil personnel, it was a decrease in the number of special services available to students. Redundant teachers became a problem in staff personnel. The cost of maintaining vacant school space was the challenge in physical facilities. In community relations the major problem was the disruption of a community in the event of school closure. Finally, in management, there was the difficulty of coordinating the appropriate teachers, special services, supplies and facilities with the children to be served and of organizing students into appropriately constituted classes that are large enough, at an economical unit cost.

A possible response to the problems imposed on school program by contraction was keeping the number of staff and physical facilities constant, and redistributing the material and human resources so that programs could be maintained. Ways of retaining pupil personnel services through greater economy elsewhere was suggested. In the event of surplus teachers, permanent staff could be guaranteed that some position in the district will be available to them or that they may retrain so that they could teach other subjects.

The community school would improve community relations because community members would be more involved with day-to-day operations of their local school. Sharing facilities and buildings by various educational and non-educational groups was suggested as a means of using surplus school space. Alternative funding procedures were proposed as a solution for coping with school management problems.

The second major section of the review focused on the desirability of planning, an identification of who was involved in planning, a description of the planning process and a discussion of the political constraints on planning.

Effective planning was described as one aspect of the decision process within a system. The planners were identified and included students, parents, elected officials, community workers, business people, trustees and taxpayers.

The planning process was outlined and contained the following components: diagnosing present conditions and recent trends, assessing needs, determining and selecting goals, assessing resources, establishing objectives, developing programs, developing procedures, scheduling, evaluating and revising. These activities are interdependent and were presented in a sequence in which they might logically be performed.

The *Weltanschauung*, pressure groups and the personalities and attitudes of the planning officials were cited as possible political constraints on the planning process.

CHAPTER 3

METHODOLOGY AND PROCEDURES

The methodology and procedures that were used to conduct this exploratory study are discussed in this chapter. The sample, the research instrument and the techniques used to collect and analyze the data are described in the sections which follow.

3.1 The Sample

A selected sample of twenty-six people was chosen to be respondents in the study. The sample included eight school principals, four senior level administrators from Alberta Education, three executives from the Alberta Teachers' Association (two from the provincial association and one from the local), one director from the Alberta School Trustees' Association, the Chairman of the Edmonton Public School Board, and one principal who was a former administrator at central office. The names of the people interviewed together with their titles or positions held are listed in Appendix A.

These respondents were not randomly selected because it was desirable to interview only those people who were the most knowledgeable about planning within their own organization, even though some were not officially designated as planners. Central office personnel assisted the researcher to identify the most informative and experienced people from the district and suggested which school principals would have had experiences planning for decline within their own schools. Thus only school administrators who were confronting the problem of contraction were interviewed. Personnel from Alberta

Education also assisted the researcher with the selection of respondents from that organization. All the interviewees in the sample were involved with the actual formulation of plans, rather than being limited to only the implementation or carrying out of plans.

Because it was assumed that the planning function was dispersed throughout the school district and that the nature of the planning might differ among the levels of the organizational structure of the educational system, it was necessary to interview representatives from the province, the school and the district. Representatives from the Alberta School Trustees' Association and The Alberta Teachers' Association (provincial and local) were interviewed to explore the involvement of these associations in planning.

There was no rule for determining the number of respondents who would be interviewed. When the researcher intuitively felt that no new insight into the problem of contraction and the planning function were being provided, and that the responses fell into a familiar pattern, further interviewing became redundant.

Throughout the inquiry, the researcher reformulated the criteria for selecting the interviewees as new information emerged.

3.2 The Instrument

The instrument used for data collection was an interview schedule. Before the final instrument was developed, the researcher reviewed the literature on planning and declining enrolment to acquire insight into the important issues in these areas. The interview questions were based on this knowledge and were supplemented by information gathered from a number of unstructured interviews with school principals, Alberta Education and school district employees who were studying in the Department of Educational Administration at the University of Alberta. These interviewees had work experience that was related to planning for contraction.

The questions in the interview schedule were open-ended but structured enough so that all the interviewees would provide data that were pertinent to the six operational areas of educational administration as identified by Miklos (1975). These are: School Program, Pupil Personnel, Staff Personnel, Community Relations, Physical Facilities and Management. Structuring the questions around these areas also gave consistency to the focus of the responses. Additional open-ended questions were included to encourage the respondents to talk freely about planning activities within their own organizations and their perceptions of planning activities at the other levels of administration, the difference between planning for contraction and planning for expansion and the important components of the planning process. The instrument also allowed the respondents to raise issues and questions that the researcher had not previously considered.

Four different interview schedules, one for each separate group of practitioners, were developed to ensure that any variation in the type of planning that was done would be represented. The final draft of the instrument was given to selected experts from the field of educational administration for their criticism regarding the relevancy, clarity and appropriateness of the questions for the members of each group. Some slight modifications to the instrument were made in light of their advice. The interview schedule is included in Appendix B.

3.3 The Procedures

The researcher requested the interviews from the respondents at Alberta Education by contacting them by telephone first, then they were sent a request letter accompanied by a copy of the interview schedule (see Appendix C). The research department at the Edmonton Public School Board contacted the interviewees at central office and the schools to request their permission to be interviewed. This was followed by a phone call from the researcher. All the central office interviewees and only three school administrators were given a copy of the instrument.

It was anticipated that the quality of the responses would be increased if the respondents gave thought to the questions prior to the interview. The researcher found on the day of the interviews that some of the principals had not read the interview questions. Therefore, the practice of giving the interview questions in advance was discontinued for the remaining five principals and the interviewees from the Alberta Teachers' Association (provincial and local) and the Alberta School Trustees' Association.

The researcher found that sending the instrument in advance to the interviewees from Alberta Education and central office appeared to increase their cooperation. However, it cannot be determined whether the quality of the responses was improved as there were no comparison groups. The fact that central office had requested the interviewees from the school administrators appeared to increase their willingness to be interviewed.

The data were collected from all the respondents by face-to-face tape recorded interviews conducted by the researcher. All of them appeared willing to talk freely about their involvement in planning activities within their own organization and their perceptions of planning in the other organizations.

Two of the central office interviewees departed from the questions stated on the interview schedule. One of the interviews yielded data that were of value only to selected areas of the study. The other interview provided data that were pertinent to the politics of planning.

The data were collected during February, 1980.

3.4 Data Analysis

The interviews were transcribed from the tapes verbatim by the researcher. Then the researcher extracted the data by systematically tabulating the contents of each group of interviews into categories headed by each sub-problem that was addressed in carrying out the study. A second analysis was necessary to refine the first set of broad categories into a framework using more precise terminology. The headings of these categories emerged as the researcher examined the data searching for standard patterns of similarity and consistency among the responses of each group of interviewees. The data was then tabulated according to those criteria.

3.5 Organization of Data

The data are organized in a series of eleven tables. The planning process at the school level as described in Table 1. The characteristics of planning in each of the six operational areas at the school level appear in Tables 2 to 7. A description of the planning process at the district level is in Table 8. The characteristics of planning in each of the six operational areas at the district level are reported in Table 9. Planning by Alberta Education is presented in Table 10. The last table, Table 11, is the involvement in planning by the Alberta Teachers' Association (provincial and local) and the Alberta School Trustees' Association.

Discussions of the important components of the planning process as identified by the interviewees and their perceptions of how planning for contraction differs from planning for expansion are included.

3.6 Chapter Summary

Chapter 3 discussed the nature of the sample, the instrument, and the procedures used for data collection. An explanation of how the data were analyzed and tabulated was given.

A selected sample of twenty-six people was chosen to be respondents in the study. The sample included eight school principals, four senior level administrators from Alberta Education, three executives from the Alberta Teachers' Association (two from the provincial association and one from the local), one director from the Alberta School Trustees' Association, the Chairman of the Edmonton Public School Board, and one principal who was a former administrator at central office.

The instrument used for data collection was an interview schedule which was composed of questions that were based on the literature and on information given by practicing administrators. Four different interview schedules were developed for each separate group of respondents to ensure that any variation in the type of planning that was done would be represented.

The data were collected from all the respondents by face-to-face, tape-recorded interviews conducted by the researcher during February, 1980.

The data were transcribed from the tapes verbatim and then tabulated according to various categories. They were then organized in a series of eleven tables. Discussions of the important components of the planning process as identified by the interviewees and their perceptions of how planning for contraction differs from planning for expansion were included.

CHAPTER 4

ANALYSIS OF THE DATA

This chapter presents an analysis of the data that were collected from the schools, the school district, the provincial government, The Alberta Teachers' Association (provincial and local) and the Alberta School Trustees' Association.

4.1 The Planning Process at the School Level

Six aspects of the planning process at the school level were investigated. These included the initial activities that preceded the decisions that needed to be made to respond to the problems created by contraction, the objectives of planning, the participants in planning, the constraints on the planning process, the concerns of the teachers as perceived by the principal and the concerns of the principal.

Seven of the eight interviews that are summarized in Table 1 contain information illustrating that school administrators saw a need for preliminary activities of a more general nature before they decided which specific changes would be made in each operational area. The initial strategy that preceded any specific formulation of plans ranged in complexity from mobilizing community support to prevent school closure to a more simpler procedure of consultation between principals and teaching staff.

The objectives that were identified by the interviewees as being important generally focused on keeping the school open. Some attention was given to preventing split grades and planning within the limitations of the resources. Other objectives were to maintain

Table 1: The Planning Process at the School Level

SCHOOL	INITIAL ACTIVITIES THAT PRECEDED DECISIONS	OBJECTIVES OF PLANNING	PARTICIPANTS IN PLANNING
LANSDOWNE	- meeting between trustees, Home and School Associations and parents to discuss future and problems of the school - selected 18 goals from Phi Delta Kappan Model of Goals for Education plus additional goals of extended French and bilingualism - subjective evaluation by community on how school met goals - brief presented to E.S.P.B., provincial government and city alderman June 1979	- to keep the school open to prevent split grades - to avoid the loss of certified staff	- principal - Home and School Executive - community members - resource personnel from outside the community - central office employees
McKERNAN	- declining enrolment forced principal and staff to do subjective evaluation of school program - advertised academic program to attract students - input from community as to the future direction of the school	- to increase the student population - to maintain staff and community morale - to respond to the needs of immediate community	- principal - support staff - parents in the community - Home and School Association - school budget committee
MALMO	- meeting with each teacher for discussion of what they would like the school to become in the future - trend of the future direction of the school was identified - plans follow that direction	- to maintain flexibility with regard to resources - to keep the school open	- principal - staff
VIRGINIA PARK CROMDALE	- discussed alternative options for school with community - principal wrote up proposal for fine arts core school and presented it to central office - went to Montreal to visit fine arts core school there - central office hired suitable staff for program - principal advertised program	- to plan the program within the limitations of the budget - to save the school from closure	- principal - community members - Alberta Education Cultural Branch - central office curriculum personnel
KENILWORTH	- consulted with parent advisory committee to generate ideas for increasing enrolment	- to plan for a program to keep children in school and to attract more children to the school	- projections done by E.P.S.B. planning department - principal - parent advisory committee
MCNALLY	- meetings between principal and staff conferences to discuss problems to school central office gave permission to implement foreign language program	- to maintain the academic character of the school	- principal - staff
NORTH EDMONTON	- professional development days and staff conferences to discuss problems of school	- to ensure that the school program was appropriate to meet the needs of each individual child - planning was not related to declining enrolments	- principal - staff - central office planning department does enrolment projections
SPRUCE AVENUE	- central office examined alternative uses of space in the school	- to formulate tentative plans that could be modified when figures were definite	- principal - staff - central office staffing department involved in the allocation of surplus space to outside organizations.

Table 1: The Planning Process at the School Level (continued)

SCHOOL	CONSTRAINTS	CONCERNS OF TEACHERS	CONCERNS OF PRINCIPAL
LANSDOWNE	- budget restraints - provincial government and E.S.P.B. have not taken any action regarding the principal's suggestions-for alternative use of surplus space - difficult to anticipate number of students before September because of open boundary system - lack of information makes it impossible to plan ahead	- limited resources - class size - split grades - grouping of children in classes	- limited resources - limited services
McKERNAN	- some resistance by staff to implementation of new program	- teaching out of area of expertise - job security	- having teachers teach out their area of expertise - staff morale related to job security
MALMO	- community programs contingent on whether central office can supply instructors and special equipment	- split grades	- recruiting teachers who enjoy teaching split grades - maintain and improve programs - problem of drawing upon staff to help with extra-curricular activities
VIRGINIA PARK CROMDALE	- no extra funds available for resource materials principal had to develop and implement program - lack of co-operation from central office - had difficulty convincing the E.P.S.B. of the value of fine arts core program	- split classes - limited resources	- split classes - limited resources - loss of best staff - maintaining the school in the community
KENILWORTH	- loss of pupils resulted in reduction of funds - lack of co-operation from central office when attempting to implement music program	- teachers are more satisified with a varied school program - decreased student population - resulted in fewer teachers and	- as enrolment decreases the school is unable to give a complete program offering to students less program variety
MCNALLY		- job security	- community school movement will lead to loss of control - the A.T.A. will loss control over the hiring and firing of teachers
NORTH EDMONTON	- parents are financially unable to support school - the decline makes it difficult to plan programs from year to year	- getting parents to support the program and the teacher	- concerned about social problems of community - concerned about children transferring in and out of school - large number of children were in remedial classes
SPRUCE AVENUE	- difficult to plan because student enrolment varies from year to year - constantly had to re-organize school - unable to identify changing problems - provincial government did not recognize school board had extra costs because of contraction	- teachers must teach outside area of expertise - job security - teachers not assured of teaching assignments	- inadequate physical facilities - no French program due to lack of students and parental support - unable to have staff with special extra-curricular skills - unable to give students opportunity to try out different skills - loses best staff to other schools

staff and community morale, to avoid the loss of certified staff and to respond to the needs of the community. One principal had the objective of formulating tentative plans that could be modified when enrolment figures were definite. The principal at North Edmonton emphasized that the objectives for plans made within that school were not related to declining enrolments.

Those who took part in the preliminary activities were mostly the principals and the staff members; however, at several schools, community members and other consulting agencies assisted.

Almost all the respondents made specific reference to the decrease in school funding as a factor constraining the planning process. Poor communication amongst administrators at central office, the provincial government, and the school, and a lack of awareness by these groups of the planning that was taking place at each of the various levels were other restrictions that were cited. The absence of co-ordinated planning curtailed the implementation of plans at the school level, particularly in the areas of school programs and physical facilities. The principals at McKernan and Spruce Avenue stated that planning was inhibited by the inaccuracy and inadequacy of the information that was received from central office.

The main concerns of the teachers that were identified by the principals were job security, working conditions and those related to teacher morale, while they were mostly concerned about the reduction of programs and staff.

Less frequently cited concerns of principals were limited resources, reduced services, having to request teachers to teach out of their area of expertise, expecting that a smaller staff help with the extra-curricular activities, and the problem of recruiting teachers who were willing to teach split grades.

School administrators were asked to respond to the question: "What do you think are the important components of the planning process?" A summary of the responses is presented below.

A good definition of the problem to be planned for is essential. In the case of declining enrolment, the problem is: How much is the decline and where is it going to be? Related to defining the problem, is having adequate information about the situation that is occurring so that planning which is based only on speculation can be avoided.

An accurate estimate of the resources that are available to work with is critical for developing realistic plans. Planning is mainly a matter of managing the resources within the limitations of the budget.

Communications with staff members, the community, and central office to keep them abreast of the problem will encourage their assistance in finding solutions for it, as well as prepare staff members in advance for any impending crisis.

The principal should have a statement of the goals, the objectives and the philosophy of the school so that everyone in the school is aware of the direction that planning should take. If the administrator has a vision concerning the future of the school, then the commitment, involvement, and co-operation of the staff will likely follow.

Finally, the ability to anticipate future conditions and to make the plans flexible so that they can be adapted to changes in the school were regarded as important skills that a planner should acquire.

4.2 The Characteristics of Planning at the School Level

The following six tables indicate how the planning process described in Table 1 relates to planning at the school level in the six operational areas of educational administration. They also indicate to what extent principals are planning for their own as well as for the concerns of their teachers. The tables further specify the kinds of adjustments to decline that have been made in the schools and provide insight into the way that school administrators made these changes.

School Program

Most of the activities in the operational area of school program that appear in Table 2 indicated that principals adjusted to decreased enrolment by implementing or expanding the foreign language and fine arts options. At Virginia Park the total school program was changed by using a Fine Arts Core program to modify the entire basic curriculum.

Four reasons for program expansion becoming attractive in a time of declining enrolment were given. First, the 'back to the basics' movement caused school principals and central office administrators to become more sensitive to the increased public demand to improve the quality of education in spite of decreased resources. Second, funds were given to the schools by the Federal Government because of its desire to promote French. Third, extra specialty

Table 2: Characteristics of Planning in School Program

SCHOOL	ADJUSTMENT	RATIONALE	PROCEDURE
LANSDOWNE	- extended French added for grades 4, 5, 6 - Music, Art, Physical Education reduced	- based on budget - emotional and social development of child - teach basic competencies in Math, Reading, Writing - meet needs of community	- principal planned program with input from staff, students and parents
McKERNAN	- French bilingual at elementary added - two option program at junior high added	- offer program to attract students - more time into academic subjects	- consulted with parents, Home and School Association for program selection - child involved in program selection critical examination of existing programs
MALMO	- no new plan	- to maintain program already in the school - extra curricular programs are very important	- with school based budgeting extra part-time staff could - consulted with staff for input into school objectives - staff consensus on type of program - total commitment by everyone
VIRGINIA PARK CROMDALE	- Fine Arts core program implemented at Virginia Park	- based on Fine Arts - to develop the creative and lateral thinking of the children - children can learn the basic skills through the arts	- involved all staff when planning - support from Alberta Education cultural branch i.e. people - and advice
KENILWORTH	- French immersion for grades 7, 8 added - Music added	- French and Music programs attract better students from other areas	- planned to insure that French and Music were available
McNALLY	- implementation of Spanish, French and German	- priorities on foreign language program	- spent money planning ways to increase enrolment to support programs
NORTH EDMONTON	- no new plan	- to maintain basic program	- consulted with the central office planning department
SPRUCE AVENUE	- French not offered - A options not offered - offering B options	- must have staff to teach the basic program	- forced to plan for B options over A options because of lack - program dependent upon having a teacher with a specific talent in a particular area.

staff were made available to the schools because of the particular expertise required for teaching options like music and French. The fourth reason was the actions on the part of school principals who wished to compete for students to increase their enrolment by offering attractive programs.

At Spruce Avenue and North Edmonton the number and type of options that were available has been limited by a decrease in the number of students to support them.

The basis for change in program planning varied considerably. The rationale did not always relate to declining enrolment. The emotional social and intellectual development of the child, meeting the needs of the community and the concern for the budget are several examples. Others were a direct response to contraction, to attract students to the school to prevent closure.

In describing the procedures for change that were used in this area, most principals indicated that it was a matter of consulting mainly with their staff and the parents of the community to accommodate their wishes and to a lesser extent involving the students and central office personnel, taking into consideration the numbers and interests of the students.

Pupil Personnel

Table 3 shows that few adjustments have been made in pupil personnel services since enrolments have begun to decline. The limited adjustment can be attributed to two factors. The funding for this operational area is not related to student numbers, with the exception of library and counselling services, and special services

Table 3: Characteristics of Planning in Pupil Personnel

SCHOOL	ADJUSTMENT	RATIONALE	PROCEDURE
LANSDOWNE	- counselling and library services reduced	- at the school level special services are based on enrolments	- budget examined by the staff and the principal so services could be given without reducing certified staff
MALMO	- counselling and library services increased	- high priority on library and counselling - at school level special services are based on remaining dollars after money is allocated for certified staff	- principal and staff decided which special services were
VIRGINIA PARK CROMDALE	- counselling time reduce, and teachers did their own counselling	- to maintain the family oriented atmosphere amonst staff and students in the school	- principal consulted with staff before the change was made
KENILWORTH	- psychologists used for emergency only	- first priority is counselling	- utilized special service personnel, with the understanding that they would not be called unless absolutely necessary
NORTH EDMONTON	- no new plan	- only children with serious problems see special service personnel	- children with learning problems were screened by principal and staff; teachers counsel less serious cases

have been given a high financial priority by the school board even though there are fewer students in the system.

These services are administered at the system level; therefore, the procedure used by principals to offer them in the schools is screening the children to identify the ones who have special problems, and then requesting central office to send to the school the appropriate personnel to deal with those problems.

The rationale for adjustments at the school level was mainly based on the budget and enrolment. The library and counselling services were increased or decreased according to the priority that they were given by the principal and staff. The principal at North Edmonton stated that the counselling services would always be in great demand because of the social problems that are characteristic of children attending inner city schools.

Staff Personnel

Table 4 shows that the most frequent adjustment that has been made in staff personnel is that the number of certified staff in all the schools has been reduced with the qualification that in two schools more teachers specializing in French have been hired. However, this increase is accompanied by a decrease of staff in the English program. Only one principal reported that it would be necessary for the staff members to teach outside their area of expertise.

The most common basis for adjusting staff personnel was the budget. The rationale for other changes included allocating staff according to teacher preference and to individual area of expertise,

Table 4: Characteristics of Planning in Staff Personnel

SCHOOL	ADJUSTMENT	RATIONALE	PROCEDURE
LANSDOWNE	- reduced certified staff by 0.5 of a certified teacher	- based on budget allocated by central office	- central office allocates budget for school. Principal decided how many and what type of staff are needed
McKERNAN	- hired two more French teachers - reduced surplus staff in English program - reduced custodial staff	- based on central office staffing guidelines - allocated staff according to individual expertise and teacher preference	- budget committee involved in allocation of staff in school
MALMO	- reduced certified staff by one teacher	- based on central office staffing formula - based on budget allocated by central office - first priority is classroom teacher, but avoid loss of special service personnel	- principal and staff decided number of teachers needed - followed school board guidelines if a teacher was to be surplus, but consulted with associated superintendent and staff first
VIRGINIA PARK CROMDALE	- one principal for two schools	- staff must be sympathetic to the Fine Arts program	- recruited staff who could teach Fine Arts - followed school board guidelines for reducing surplus staff
KENILWORTH	- replaced one English teacher with a French teacher for grades 7, 8, 9	- based on program needs of the school and total school population - considered staff wishes	- followed school board guidelines for reducing surplus staff
McNALLY	- reduced certified staff by three or four teachers	- allocated staff according to individual area of expertise and teacher preference - maintain good staff morale	- obtained estimate of enrolment, then central office decided on quota of teachers
NORTH EDMONTON	- reduced certified staff by two teachers	- teachers should not have to teach split grades - maintain good staff morale - considered type of children and type of program	- consulted with staff - followed school board policy for reducing surplus staff - personally found suitable place for surplus staff
SPRUCE AVENUE	- reduced staff by three teachers - had teachers teach outside area of expertise	- based on budget and central office staffing formula - based on teachers area of expertise	- principal consulted with staff to decide which surplus teacher would transfer - worked with teachers who were already on staff

maintaining good staff morale, placing teachers according to program needs, and staffing to avoid split grades.

The procedures that were used to plan for staff were dependent upon central office staffing policy. Teachers who could teach the basic program were hired first, then depending upon the resources, personnel who could teach the options were hired. The procedures also involved meetings between principals and their staffs to discuss enrolment projections and which programs would be viable in the school. Redundant staff were reduced by applying the regulations and procedures drawn up by central office.

Community Relations

Table 5 shows that four school principals had a formal arrangement for allowing parents to give input into school matters. This arrangement came about when it was realized that community support was necessary to keep the neighbourhood school open. The other four principals stated that their plan was largely a policy to keep parents informed on school matters and that the community members did not take an active role in influencing school policy.

The procedures used to maintain good community relations ranged from scheduling monthly meetings with parents to conducting parent surveys to assess support for school programs.

The two inner city school principals at Spruce Avenue and North Edmonton and the principal at Cromdale indicated that the demographic and socio-economic conditions that are common to lower socio-economic neighbourhoods were a factor in not being able to involve the parents of the community in school planning. These

Table 5: Characteristics of Planning in Community Relations

SCHOOL	ADJUSTMENT	RATIONALE	PROCEDURE
LANSDOWNE	- community chose reduced program options over loss of neighbourhood school - policy to allow parents to give input into school matters	- good communication with public	- monthly meetings with parents - consulted with Home and School executive - explained budget contraints to public - public input into priorities of school and use of space
McKERNAN	- policy to allow parents to give input into deciding which options should be in the school	- maintain good relations with public	- consulted with Home and School Association - consulted with parents
MALMO	- policy for advisory committte to give input into community programs within the school	- maintain good relation with public	- established good communication with community over a period of time - consulted with Continuing Education Department who supplied funds - obtained parent input from within and outside school boundaries
VIRGINIA PARK **CROMDALE**	- policy to allow community members to give input into programs at Virginia Park - E.S.L. program implemented at Cromdale without consulting community members	- meet community needs	- parent groups proposed alternative plans and presented them - E.S.L. program at Cromdale implemented without consulting with community members
KENILWORTH	- policy to keep parents informed on school matters	- close contact with the community	- survey done to assess attitudes of parents towards school program and community wishes
McNALLY	- policy to keep parents informed on school matters	- did not want to lose control over school matters - maintain good relations with the public	- community members consulted to assess support for foreign language program
NORTH EDMONTON	- policy to keep parents informed on school matters		- declining enrolment not a factor
SPRUCE AVENUE	- policy to keep parents informed on school matters		

principals and their publics were more concerned about the emotional and social well-being of the children than they were about planning for the problem of declining enrolment, and many of the parents were not even aware that such a problem existed. On the other hand, the schools in the higher socio-economic areas had parents who were very actively involved in proposing plans to keep their schools in operation.

Physical Facilities

In Table 6, three principals stated that even though enrolments were declining, only some of the school space had become surplus; therefore, they had not made any plans for space utilization other than for the continued accommodation of the regular daytime students. The four remaining principals had planned that the redundant space be used in various ways. These included locking the doors of the unused rooms in the building, creating double facilities, and making space available for use by community groups. Cromdale was scheduled for closure. The rationale for making the adjustments was based on the following factors: community use of space must not interfere with the regular daytime program, priority should be given to those outside groups who contribute to the school climate, and no profit making ventures should be allowed in the school. Once again the procedure for planning the use of physical facilities involved consultation amongst central office personnel, community groups which wanted to use the school and the principal and staff.

Table 6: Characteristics of Planning in Physical Facilities

SCHOOL	ADJUSTMENT	RATIONALE	PROCEDURE
LANSDOWNE	- plans for alternative use of surplus space - plans dependent on open minor renovations because of open area architecture	- no interference in day program - had groups in the school that added or blended with school program - renovation potential based on cost studies and needs of outside groups	- principal approach central office requesting renovations - input from Home and School and their resource personnel - input for renovations from central office
McKERNAN	- locked doors of redundant space	- to prevent the school from being closed - saved on heating and maintenance costs	- implemented program to attract students
MALMO	- space for adult day education - space for mother's day out program - space for pre-school program	- surplus space used for community activities - no profit making ventures - program depended on whether school board could get good instructors	- use of space left to principal's discretion - consulted with central office planning department, and Continuing Education department who supplied funds
VIRGINIA PARK CROMDALE	- community art room at Virginia Park - space for daycare for children of parents in E.S.L. program at Cromdale - Cromdale scheduled for closure	- central office must know use of surplus space - central office gave approval on use of space by outsiders	- principal consulted with staff and central office personnel - E.S.L. people asked principal for space - parks and recreation gave grant of $10,000 to renovate art room
KENILWORTH	- double art room - double drama room - double science room - language arts storage room - social studies work room		- principal, teachers and custodian discussed how space was to be used
McNALLY	- no surplus space		
NORTH EDMONTON	- no surplus space	- if there was redundant space it would be used for a lunch room	
SPRUCE AVENUE	- no surplus space		- took a count of students in September before allowing other groups to use space

School Management

Table 7 shows that the main adjustment in the operational area of school management was designed to maintain the student population. Offering the foreign language programs at Kenilworth and McNally and the fine arts core at Virginia Park were stated as being effective means for recruiting students to the school. The students were also re-organized within the schools to minimize the possibility of split grades and the loss of certified teachers.

Although the principal at Malmo was concerned about maintaining the present enrolment level, the criterion that the community programs that are presently in the school must not be replaced by students from adjacent areas who are bussed in to attend the regular daytime program, was expressed as being very important. Once community groups leave because they are no longer able to use the school facilities, it is very difficult to get them back. The other bases for change generally focused on classroom organization.

Advertising campaigns to inform students of attractive program offerings were used as procedures for student recruitment. However, the principals at North Edmonton, Cromdale and Spruce Avenue stated that because their schools were located in disadvantaged neighbourhoods, and due to the low parental support for special options, and the lack of facilities to provide them, they were not in a favorable position to compete with the more affluent schools for students.

4.3 Summary

The information in Tables 2 to 7 shows that most of the principals in the sample made adjustments for coping with reduced

Table 7: Characteristics of Planning in School Management

SCHOOL	ADJUSTMENT	RATIONALE	PROCEDURE
LANSDOWNE	- organized staff and students so that the possibility of split grades and loss of certified staff was reduced	- no split grades - meet goals of community - low pupil teacher ratio	- meetings between principal and staff - budget examined
MALMO	- possibility of bussing in students from adjacent areas	- community programs must not be replaced by students who are bussed in	- consulted with central office, staff and community
VIRGINIA PARK CROMDALE	- children from all areas of the city use public transportation to travel to Virginia Park - has status of receiver school	- plans must be made without - additional froms from E.P.S.B. - parents who live outside community will send children to school	- advertised program - raised money for expensive arts materials through student projects - E.P.S.B. pays teacher aids to supervise students at lunchtime
KENILWORTH	- policy to recruit students from feeder schools for French immersion program - advertised band program to recruit students	- keep enrolment at present level	- consulted with staff - newsletter sent to parents - social functions organized within the school for community members
McNALLY	- advertised foreign language program to recruit students	- keep enrolment at present level	- open house, professional development days to recruit students
NORTH EDMONTON	- introduced two split grades	- did not want Grade 1 class in split - had personal preference as to who was capable of teaching split grades	- consulted with staff
SPRUCE AVENUE	- reorganized elementary and junior high classes - E.P.S.B. policy not to have split grades at junior	- did not want split grades - teachers needed preparation time	- developed alternative proposals - discussed these with the assistant principal - special education children bussed in

enrolments in all six operational areas. There was an overall increase in the number of school programs and a decrease in the number of certified staff in the schools. There was little or no change in pupil personnel services. In community relations, the most frequent adjustments made were provisions to keep the parents informed on school matters. Provision for the alternative use of space was the main focus of the changes that were made in the area of physical facilities. The major adjustments in school management were measures to maintain the student population.

The rationale for making the adjustments was generally determined by the fiscal restraint that was imposed upon school administrators because of a decrease in school funding. The prevention of school closure was a major basis for change in all operational areas excluding pupil personnel services because this service is administered at the district level.

The procedure used for making the adjustments to contraction was a process of consultation amongst principals, teachers, community groups and central office personnel in all six areas, with the procedures in staff personnel being closely related to central office staffing policy.

4.4 Planning at The District Level

This section contains two tables. A description of the planning process at the district level is presented in Table 8. Four different facets of the process are discussed: the objectives that were considered by the Chairman of the Board and central office personnel for developing plans, the tasks that were performed to formulate the plans, the concerns of the district, and the constraints on the planning process.

A summary of the responses of central office administrators to the question "What do you think are the important components of the planning process?" follows the discussion of Table 8.

Table 9 describes the characteristics of planning in each of the six operational areas. The adjustments that were made by central office for meeting the problems associated with contraction are identified. The rationale that the changes were based upon is specified and the procedures used to make the adjustments are outlined. This table also indicates how the general planning process that was presented in Table 8 relates to the six operational areas in Table 9.

4.5 The Planning Process at the District Level

Three categories of objectives for setting direction to planning activities were identified by central office personnel: those concerned with the relationship between school principals and central office, those concerned with the relationship between the public and central office, and those concerned with the administration of the system in general. Not all the objectives relate specifically to planning for declining enrolment. This is understandable since it was stated by the superintendent that central office administration plans for the system as a whole, and the problem of contraction is just one problem among many that needs to be confronted in the total management of the school district.

The fifteen tasks that were described as part of planning for declining enrolment by the Chairman of the Board and by central office administration are listed in Table 8. The ones reported by the Chairman are all concerned with the utilization of school space. The tasks enumerated by central office administration appear to fall into the broad categories of maintaining effective relations with the board, the government and the public, and assisting principals to make decisions.

A diversity of concerns was reported. Most of them appear to be associated with educating the public and school administrators to the reality that the present way that educational services are delivered will have to change.

A number of constraints on the planning process were identified. Autonomy over resources was the most common one. It was difficult for central office to monitor the plans that came from the school for the use of the space. The bureaucratic structure of the provincial government and the controls over central office proposals for space utilization and on funding that were imposed by Alberta Education inhibited planning at this level. There was also a problem of integrating the decisions made by the community groups who wished to use school facilities with existing school board policy.

Central office administrators were asked to respond to the question: "What do you think are the important components of the planning process?" Two different perspectives of the process were given, the first of which is highly political.

The planner must be aware of the views of the various interest groups in the external environment and be able to work with these groups to the point where they express their views openly so that they too know one another's viewpoints. This is

Table 8: The Planning Process at the District Level

OBJECTIVES CONSIDERED IN DEVELOPING PLANS	TASKS IN PLANNING	CONCERNS	CONSTRAINTS ON THE PLANNING PROCESS
A. THE PRINCIPALS - to make principals aware that declining enrolment is is a long term problem - to make principals aware that they will have to make adjustments for declining enrolment at the school level - to encourage principals to take a more active role in making decisions that affect their schools - to individualize central office relationships with the schools B. THE PUBLIC - to ensure that decisions made will take into account the views of the public - to develop plans that are acceptable to the public - to keep the neighbourhood school as a viable operation - to satisfy the demands of the public for improvement in the quality of education C. THE SYSTEM - to conserve all present teaching positions - to increase local control - to insure that decisions made have a positive affect on all aspects of the system - to individualize education for a very large system - to insure client satisfaction i.e. principals board, area superintendent, public - to formulate plans based on humanistic values	A. THE CHAIRMAN OF THE BOARD - examined board policies for coping with the decline - examined administrative reports from central office, made recommendations, requested reports - worked with government to ensure delivery of educational services - worked with Minister to reduce inventory of surplus space - worked with Minister to try to remove government control over space utilization - jointly developed policy for space utilization with separate board B. CENTRAL OFFICE ADMINISTRATION - indicated to principals where enrolments were declining and gave them enrolment projections - consulted by principals regarding space utilization and made recommendations - made the necessary changes in the environment that facilitate decision-making at the school level - disseminated information to principals with the organization of their schools - examined life expectancy of the schools in the area within the context of legislation and made recommendations to the board as to whether or not the board should continue to operate - formulated policy for board approval - worked with community members regarding the future of their schools - communicated the views of the E.P.S.B. to provincial civil servants and the Minister	- public must be made to understand that as enrolments decline educational services will have to decline - public resisted school closure - declining enrolment not just a school system problem, it was a community problem - public tolerated bussing only if it was temporary or if children went to alternative schools - there were more children who need special services than there were resource personnel available - once programs were phased out it was difficult to get them back and there was danger of losing the school - difficult to support option programs because of decreased student population - staffing was difficult in times of contraction - wanted more co-operation amongst agencies to avoid duplicating facilities - small schools were more expensive to operate	A. GOVERNMENT - too much government control over use of surplus space - indecision and delays by provincial government - provincial government funding policies limited new construction until inventory of empty classrooms was reduced - provincial government was selective as to what programs they would fund B. LOCAL SCHOOLS - getting principals to co-operate regarding the economical use of surplus space - problem getting accurate inventory of surplus space - principals were unfamiliar with the problem of decline C. SCHOOL BOARD - good communication of information for situation assessment was lacking - system had no clearly established statement of goals and purposes - board had difficulty defining the responsibilities of central office i.e. educating children or meeting needs of the community - indecision of board as to the use of surplus space - values and priorities of E.P.S.B. conflicted with those of the provincial government - not enough autonomy over school funding D. PUBLIC - alienation of local ratepayers because of proposed school closure, decline in real estate values, loss of neighbourhood school, use of surplus space

important so they can be represented in the planning decisions. Once interest groups are represented, then a synthesis of differing ideas follows and good plans are the result. Knowing when to decide to work with opposing groups and how to make plans that are consistent with the changing values of society are significant planning skills.

In the second perspective, eleven components were identified. A situation assessment and a needs assessment are the first two steps in planning. They depend upon a good information base. Goals and purposes and the alternative for meeting those goals must be identified. Relating means to goals and assessing the alternatives follows. Progress must be evaluated then new goals established. Creating opportunities for client input is crucial. The last step of the process is giving clients proper and timely recommendations so that they can implement the plans.

4.6 The Characteristics of Planning of the District Level

A synopsis of the data acquired from several respondents from the Edmonton Public School District comprise the specific characteristics of planning at the school district level in each operational area. These data are reported in Table 9.

School Program

Several adjustments were made to school programs. Alternative programs were implemented in schools with depressed enrolments with similar programs regionalized in areas throughout the city to avoid duplication of services and to ensure adequate support. Any programs that were found to be uneconomical were eliminated.

Table 9: Characteristics of Planning at the District Level

OPERATIONAL AREA	ADJUSTMENT	RATIONALE	PROCEDURES
SCHOOL PROGRAM	- eliminated B. options at junior high level - put alternative programs in schools with depressed enrolments - regionized similar alternative programs	- should be an elementary program at each neighbourhood school - emphasis on academic programs - complete basic program to be available for all students - programs eliminated if uneconomical - avoid duplication of alternative programs - must be adequate community support before implementing new programs	- principals made requests to central office for program changes - planning department recommended new program - principal did community survey to determine support - principal assessed resources and determined time needed for implementation of new program
PUPIL PERSONNEL	- service not affected by declining enrolment	- maintained only those services that were used by schools - many children needed the service therefore it received full support from the board - to provide special services despite declining enrolment - services demanding very specialized skills were administered at system level	- services except for counselling and library were maintained at central office on a demand basis - services organized on a regional basis where a group of specialists serve approximately 18 schools in on area
STAFF PERSONNEL	- assimilated surplus staff into the system - provision in contract for sabbatical leave - surplus staff reduced by attrition - hired generalist rather than specialist - board decreased p.t.r. to absorb surplus staff - increased part-time staff - informal plan to retrain teachers with limited teachable areas - hired fewer teachers - policy guidelines for staff reduction	- hired best qualified teachers - p.t.r. to be as low as possible - large amount of resources into staff - small schools given proportion of principals time as large ones - unreasonable for teachers to teach more than two grades - staff allocated to schools on basis of student population - staffing based on knowledge of previous years needs - part of staffing formula dependent on total budget - number of teachers based on enrolment figures and p.t.r. negotiated by the board	- board hired parent aids to assist with lunch program - principals planned staff needs themselves and determined who was surplus - central office selected several candidates - principal made final selection

Table 9: Characteristics of Planning at the District Level (continued)

OPERATIONAL AREA	ADJUSTMENT	RATIONALE	PROCEDURES
PHYSICAL FACILITIES	- maximized use of surplus space - built multiple use schools - closed schools as last resort	- took as much surplus space off inventory as possible - surplus space was the board's main concern - city zoning legislation must be used when letting out surplus space - no alcohol or gambling on school property - school space must be used within the guidelines set by the provincial government - province pays 2/3 cost of new construction, 1/3 comes from local taxes - priority list for users of space (1) educational institutions (2) City of Edmonton (3) Alberta Education (4) commercial use	- principal presented a proposal for use of surplus space - planning department assisted requestors to find suitable space - lease agreements between community groups and board were drawn up
COMMUNITY RELATIONS	- involved communities and trustees in decisions to close - no formal plan	- quality of urban life dependent upon presence of neighbourhood school - dealt with community resistance to school closure - school should be a cultural center - assured community that they would have a basic program available to them - everyone should work together to build smaller facilities	- public could present concerns at board meetings but administration needed to know topic beforehand
MANAGEMENT	- informal plan for bussing from overcrowded to underutilized schools - schools were protected from loss of students - higher funding for schools with low enrolment - funds allocated on per pupil basis	- administrative allowance increases with number of children - children are in demand, therefore principals are allowed to compete for them	- gave principal quote of funds for managing schools - principals' budget approved by area superintendent and trustees

Because the concept of the neighbourhood school was endorsed by the board, with the emphasis on tha academic program, community members were assured that a complete basic program would be available for all children and it would have priority over the alternative programs.

A straightforward procedure for making adjustments in school program is followed. School principals make requests for changes to central office or the planning department may recommend that a new program be implemented in a particular school. A community survey is done by the principal to determine if there is enough community support for that program. Before the program is implemented, resources are assessed, requests for extra staff or funds are made to central office, and the time that is needed to implement the program is estimated.

An additional interview with a former central office staff member gives further insight into planning for program changes and also exemplifies one way in which central office policy can evolve in response to an immediate problem.

In 1977 it was proposed that the group B option program be eliminated for junior high school students. At that time the school board and Alberta Education had not developed specific guidelines for the program. Individual school staffs were allowed the freedom to decide which creative options they would provide for students to explore and how much time would be allocated for them. Many schools were offering activities such as horseback riding, figure skating, and golf.

Students were choosing this group of options over the A options which created a situation where there was a shortage of children in the academic options while the B options were overloaded. Furthermore, the B options were being offered by the community leagues as well as by each junior high school in the public system.

The initial impetus for change was forced by two factors: declining enrolment and public opinion. Declining enrolment made the B option program very expensive to operate and it did not appear equitable for teachers to have to teach the disproportionate number of students enroled in the non-academic subjects. Public opinion was supportive of the 'back to the basics' movement therefore the time was right for emphasis to be placed on the academics. It was expressed in terms of stated opinion rather than formal complaint and reinforced by the perspective of central office staff that education is enriched to a greater extent by stressing the more 'substantial' options.

The policy to eliminate the B options originated at central office level and was grounded in the objective of improving the standards of education. The developmental process was simple and straightforward. It was a matter of having to discuss first with the principals the advantages of the change and then convincing the superintendent on the basis of administrative and public support that the new policy would be desirable. It was implemented by declaring that only a specified number of minutes per week could be devoted to teaching those options.

The constraints on the planning process were only minor. A few school principals resisted the change. It was difficult to ascertain if any of the executive personnel at central office disagreed with it because the organizational structure controls the lines of communication to the extent that the details of a formal policy debate are not not always made public.

Pupil Personnel

Pupil personnel services were not affected by contraction. The board members recognized that many children throughout the system needed the services; therefore, the same level of service was maintained despite declining enrolment. Those services demanding very specialized skills such as speech therapy are administered at a system level, while library and counselling are the responsibilities of school administrators. Special services are delivered on a regional basis and a team of specialists serves approximately eighteen schools in one area.

Staff Personnel

Many adjustments were made in staff personnel. Most of them were concerned with provisions for redundant staff. The board has a general policy that no teacher in the system shall be unemployed because of declining enrolment. Surplus teachers are reduced by natural attrition or if they are declared redundant in one school they are transfered to another school within the system. There has been a move towards hiring the generalist rather than the specialist to avoid the problem of having teachers in the system who are able to teach only in limited subject areas. Principals plan staffing requirements for their own schools and if the need should arise, the decision as to who should be declared surplus is made at the school level.

Community Relations

Although there was no formal plan for community relations, there was some involvement of community members and trustees in decisions to close schools. The board is reluctant to close schools not only because of community resistance, but also because of their beliefs that the quality of urban life is dependent upon the presence of the neighbourhood school, and that the school should be the local cultural center. There is also a belief amongst central office personnel that the public and separate school boards as well as community agencies should work together to build smaller multiple-use facilities.

Physical Facilities

The maximization of the use of vacant school space was the main adjustment that was made in the operational area, physical facilities. The rationale for this action is that government funding for new construction is based on the 'defensible use' of existing space within the district (this will be further explored in the next major section). Groups wishing to use school facilities are placed on a priority list in the following order: educational institutions, city of Edmonton, Alberta Education, and commercial use. There has been no commercial use of space as yet, because city zoning legislation must be complied with. Both the principal and the planning department at central office assist outside groups to find suitable space in school buildings. School buildings are closed as a last resort.

School Management

In the area, school management, there was an informal plan to bus students from overcrowded to underutilized schools. It should be emphasized that the board does not regard bussing as a solution to the uneven distribution of the school populations. While bussing in rural areas is perfectly acceptable to the public, up to a maximum of one hour in the morning and one hour in the evening, there is a strong feeling within urban districts that every community should have its own elementary school within walking distance.

Principals are allowed to compete for students to increase the enrolment of their schools, but there is also a formal policy to protect schools from loss of students. The open boundary system gives parents the right to send their children to the schools where they believe they can have the best program. However, once they register them in that school they may not transfer them out unless there is agreement between the principal of the school that they are attending and the principal of the receiving school.

Central office procedure for school management has recently been changed to school based budgeting. Principals are given a quota of funds based on student numbers, and manage the funds according to the needs of each individual school. The school budget is then approved by the area superintendent and the Board. Even though funds are allocated to schools on a per pupil basis, there is provision for increased funding by the district to schools with low enrolment.

4.7 Summary

The objective to make the principals aware that they themselves must make the adjustments to decline needs emphasis. The primary task in planning at the district level, which is to make the necessary changes in the environment so that decision-making at the school level can be facilitated, is a consequence of that objective.

The major concern that was identified is that contraction is not just a school district problem; it is a community problem with many implications for the quality of urban life. Many constraints on the planning process were identified the foremost one reported was the political conflict between the provincial government and the board.

Eliminating the B options at the junior high level and implementing alternative programs in schools with depressed enrolments were the two adjustments made in school program. Pupil personnel services were not affected by contraction. In staff personnel, the policy not to release surplus teachers, but to relocate them where there is a suitable vacancy, was the primary formal plan.

Maximization of the use of surplus space was the primary adjustment in the area of physical facilities. Community resistance to school closure was the main concern in community relations. In management, central office administrators emphatically stated that bussing students from overcrowded to underutilized schools was not a formal policy for coping with decline.

4.8 Planning at Government Level

Five specific plans have been drafted by Alberta Education for assisting school jurisdictions across the province to ameliorate the financial problems associated with declining enrolment. These financial plans are: Declining Enrolment Grant, Small School Jurisdiction Grant, Small School Assistance Grant, School Facility Planning (the new funding plan) and the Building Quality Restoration Program (B.Q.R.P.). The details are reported in Table 10.

The overall funding plan at Alberta Education is on a per pupil basis therefore, the Declining Enrolment Grant was introduced to compensate boards for the loss in revenue that accompanies a decreased pupil count. The grant is available to boards for one year only, and is universally accessible with the eligibility criterion that boards must lose over 1% of their total students, and boards with over 5000 students all receive a proportionate amount of support. Larger boards have more options than smaller ones, therefore the adjustment is less difficult.

The plan was based on a research study which demonstrated that boards can make financial adjustments for the decline in revenue over a period of four years. They will adjust for 70% of the operating costs in the first year but do not or can not adjust for the remaining 30% which is explainable in terms of fixed overhead costs. This grant compensates boards for that 30%.

The Declining Enrolment Grant was formulated by consultants from the Faculty of Business Administration and then was transformed into educational policy by educators. It was pointed out that it is

Table 10: Planning at Government Level

SPECIFIC PLAN FOR ADJUSTING TO DECLINE	OBJECTIVES CONSIDERED IN DEVELOPING PLANS	RATIONALE PLANS BASED UPON	PARTICIPANTS IN PLANNING	PROCESSES USED IN PLANNING	CONSTRAINTS ON PLANNING
DECLINING ENROLMENT GRANT	- to compensate for the fact that large boards do not experience the same problems as small ones - to control the financial impact of contraction on boards - to control, monitor and manage funds that go to boards for programs - to reimburse boards for loss of students	- plans based upon public input and government response - plans must be researched and mathematically sound - per pupil grants based on inflation factors and salary settlements - plan based on a research study by the Ministers Advisory Committee on School Finance	- task forces who took proposal around province for public input - referent groups or public pressing for a decision - ministers advisory committee - technocrats from government did intergrating and interfacing of the plans - consultants from U. of A. who were qualified to policy research	- Request for Decision (R.F.D.) - Cabinet Committee on Social Planning - Cabinet Committee on Priorities - Cabinet (formal clearing house for the proposal) - plan framed into policy by educators - implementation involved a press announcement and a newsletter to every school in the system - educators caucus committee studied some proposals	- process was lengthy be definition - problem with dissident groups in larger population - declining enrolment affects more than one area of government
SMALL SCHOOL ASSISTANCE GRANT SMALL SCHOOL JURISDICTION GRANT	- to assess which school jurisdictions are experiencing declining enrolment and the possible financial impact of that - to assist jurisdictions that do not have a large enough local tax base to support education	- study based on data which researchers compared provincially, nationally and internationally - recognized small schools are more expensive to operate than large ones	- government employees in consultation with politicians - steering committees i.e. professional educators - ATA, ASTA and school board are often consulted - primary responsibility for planning for declining enrolment was local jurisdiction	- informal discussion of plan - Minister's Adivsory Committee advised Minister on what he should do - Task Force held meetings for public input - interested groups responded to recommendations and conclusions - responses compiled and sent to Minister - new procedures developed and finalized - plans came as an announcement from the Minister's office	- tendency of every client group to look out for their own interests - often politicing to gain support for a particular view occurs at various levels - public resistance to bussing - public resistance to closing schools

Table 10: Planning at Government Level (continued)

SPECIFIC PLAN FOR ADJUSTING TO DECLINE	OBJECTIVES CONSIDERED IN DEVELOPING PLANS	RATIONALE PLANS BASED UPON	PARTICIPANTS IN PLANNING	PROCESSES USED IN PLANNING	CONSTRAINTS ON PLANNING
SCHOOL FACILITY PLANNING (new funding plan)	- to restrict new construction and to maximize use of existing space - to give more financial support to poorer boards - to encourage boards to plan efficiently - to give the boards the freedom to build without restrictions as long as construction did not exceed the governments budgeted figure - to force boards to justify to ratepayers themselves why or why not a school was built in a particular location	- plans developed on basis of Woods Gordon and Co. Report	- Section 92 of Joint Construction Agreement permits other agencies to be involved - if other government departments wanted to be involved they participated in an Alberta Government Plan	- plans for new construction approved by Minister first and later by the School Building Board - school board hired architect to design school - government issues money -50% going for tender is accepted by the minister then 25% when the project is half completed then 25% when complete	- problem is money - everyone would like new facilities but only if someone else pays - boards did not like new funding plan because it penalized them if they did not use existing space - use of surplus space was limited by zoning laws
BUILDING QUALITY RESTORATION PROGRAM (B.Q.R.P.)	- to deal creatively with existing surplus space - to distribute funds to jurisdictions equitably - to encourage jurisdictions to plan efficiently - to force boards to take responsibility for new school construction	- plan developed on basis of Woods, Gordon and Co. Report	- before program approved, Minister established a Task Force to go out and conduct hearings across the province	- presented enrolment scenarios then developed the building program that was necessary to support that enrolment - implementation seminars held	- planning depended on accurate estimate of enrolment projections - budget could only be based on one year cycle

desirable to have a mix of people with different capacities from various disciplines formulating policy so that individuals with one particular 'trained impediment' are not trying to derive a solution (i.e. psychologists will find a psychological solution, economists, an economic solution and administrators, an administrative solution). Furthermore, in the final plan there will be a political synthesis of expertise which integrates the perspective of all the participants.

The Small School Assistance Grant and the Small School Jurisdiction Grant are based on the recognition that small schools are more expensive to operate and that small jurisdictions do not have a local tax base in education that is equal to that in large jurisdictions. These plans were also the result of research.

These studies were based on data which the researchers compared provincially, nationally, and internationally. The proposals based on these studies were phased in so that the level of assistance is precisely that which was recommended by the researchers.

The School Facility Plan (new funding plan) evolves around a formula composed of an equity factor, a utilization factor and a project cost factor; the equity factor is the ability of the district to pay for new construction while the utilization factor is the space capacity for the jurisdiction. But before space capacity is calculated, the following exemptions may be made by boards: all frame buildings that are 35 years old or older, all masonary buildings that are 50 years old or older and all portables built prior to December, 1974. There is an exemption of 25 student places for every school building with a capacity of 500 or less, and 50 student places for every school building with a capacity of over 500. Finally, any space taken up by lease agreement between the jurisdiction and communities, municipal corporations or other government departments that have been approved by the Minister may be exempted. The project cost factor is the space per pupil that has been approved by the government plus an operational figure for support.

In planning the use of school space, it is required that the number of students that need to be housed at a specific time be indicated by boards to the School Buildings Branch. A decision as to what percentage of financial support they will receive from the government is made three years later. The rationale for postponing the support for new construction is to force boards to take responsibility for justifying to the ratepayers whether or not a school should be built in a particular location. If their figures for future growth pattern are accurate, then boards can collect up to 85% of the cost of that new structure. If they are inaccurate, then the boards will receive a low percentage of government support and will pay the remainder of the cost themselves.

When the new funding formula was introduced, the policy and planning section of the School Buildings Branch was also established to provide support for local jurisdictions to plan more efficiently. This department works in conjunction with Statistics Canada and the Alberta Bureau of Statistics to acquire knowledge before the fact of how many pupils are going to be enrolled come September. Within the department there is a committee charged with the responsibility of projecting enrolments.

The Building Quality Restoration Program (B.Q.R.P.) was designed to assist boards to correct major building deficiencies and to restore the quality of their buildings. There is a modernization component to the plan which has two purposes. It allows older buildings to be renovated to serve modern day programs and it allows boards to lower the capacity of the buildings so their utilization factor can be reduced.

The School Facility Plan and the Building Quality Restoration Plan work in conjunction with one another and encourage boards to plan efficiently. The plans give jurisdictions the freedom to build provided the board supplies the School Buildings Branch with a three-year capital budget specifying the number and size of the projects they wish to build each year. If their capital debt is over three mills, then boards must also give the Minister a five year capital plan stating how they propose to handle that debt before permission to build will be granted.

These plans were developed on the basis of the School Facility Logistics Report, a study carried out by the consulting firm, Woods, Gordon and Company. The purpose of the study was to help the School buildings Branch come to grips with the problem of assessing the amount of new space that needs to be provided and at the same time to deal with the mass of unused space that jurisdictions already have. It focused on policies and procedures relating to planning, constructing and funding new facilities.

Before the recommendations were implemented, a task force held meeting throughout the province to assess public response to the suggestions and conclusions set forth in the report.

Policy at government level is planned by going through various stages of development. First a Request for Decision (R.F.D.) is drafted by the department that is proposing the change. The R.F.D. along with a work plan for the Minister as well as the whole department is sent to the Cabinet Committee on Social Planning. This body, a committee on which the Minister sits, is the first political mechanism that examines any schemes that depart from official policy. It is not a decision-making body; only recommendations to Executive Council are made by it. A certain proposal will be recommended by Social Planning, and if there is money involved that proposal will go to the Cabinet Committee on Priorities to determine whether or not the money should be allocated. This committee is chaired by the Premier. Finally, the prososal goes to cabinet where the ultimate decision to reject or accept it is made.

Most of the declining enrolment studies have been done internally within the departments of Alberta Education. External people are involved only to the extent that they sit on a steering committee and assist with data gathering. They are not involved with formulating plans.

More than one area of operation in Alberta Education is affected by declining enrolment, therefore there is no macro plan. A masterplan would be composed of too many elements which would make planning more difficult as well as make it more vulnerable to criticism by various groups.

The main constraint on the planning process is that it is lengthy by definition. Depending on how major the change is, the technical planning process and the political planning process along with genuine public input cannot be orchestrated in a period of less than two to four years.

Program funding has not been directly affected by contraction because funding is not related to per pupil count. Historically the funding has increased whether or not the per pupil count has increased. Over the last five years the increase has been 100% and that increase is primarily because the number of programs has been expanded. Every time a program is added more money is added. However, boards are required to spend the money on those particular programs for which the money was allocated.

The boards' major sources of revenues for school programs are provincial government grants and local sources. Other sources are the Federal government which provides second language grants and departments such as Social Services and Community Health which fund certain programs. For the province in the year 1980, 33% of the financial support came from the local taxpayers, 4% came from the other sources and 63% by way of grants from Alberta Education.

It was reported that a major study is currently being undertaken by Alberta Education which is an attempt at long-range manpower planning. The objective of the study is to determine the number of teachers in what particular areas of instruction will be required on a provincial level in any given year. Such variables as the ages of the teaching staff, the number of retirements expected, the attrition rate correlated with sex and specialization, and the willingness of teachers to take positions in the rural areas are being explored.

The staffing problems of a shortage of teachers in particular specialty areas, and a surplus of teachers in the large urban areas while the rural and northern locations remain understaffed, will be addressed in the study.

Plans for designing schools for alternative future use are being developed. The plans are drafted so that buildings can be converted to another type of facility, such as a nursing home, when they are no longer needed for schools. This kind of advance planning is an attempt to circumvent the problem of public resistance to school closure.

The closing of a school requires ministerial approval. Interestingly enough, a board can reduce the size of a school without the approval of the minister, grade by grade or class by class until there is only one class remaining. The school is considered closed only when the final class has been removed.

Government administrators were asked to respond to the question: "What do you think are the important components of the planning process?" A summary of their responses is presented below.

The process is composed of four major aspects. It begins with the technical preparation of the plan by way of research and information gathering, defining the problem, determining the need and examining alternative solutions. The next step is the public input aspect followed by the political decisioning aspect. Here the politicans analyze the preceding component and then synthesize their own recommendations, the recommendations of the department that proposed the change and the recommendations of the Minister into a final decision. The legal and political implications of the best choice solution must be identified. The next stage is the implementation aspect using various strategies depending on the nature of the change. This may also involve an identification of the changes in public legislation that need to be made to facilitate implementation. The final aspect is insuring that there is a feedback mechanism for evaluation of the planning.

4.9 Summary

Alberta Education had five specific plans to assist jurisdictions to adjust to the financial problems created by contraction.

The rationale for developing these plans appear to be based on political and efficiency criteria.

Depending upon the nature of the project, the participants in the preparation of the plans were the politicians, the civil servants from various departments of Alberta Education and experts who were consulted regarding the technical aspect of the plan.

There appeared to be one standard process composed of four major aspects for formulating plans at the government level. These were the technical aspect, the public input aspect, the political decisioning aspect and the implementation.

The major constaints on the planning process were political, and the efficiency factor associated with the time it took to develop the plans.

4.10 Involvement of the Alberta Teachers' Associations and the Alberta School Trustees' Association in Planning

This section discusses the concerns that were expressed by representatives of the Alberta Teachers' Associations (provincial and local) and the Alberta School Trustee's Association regarding contraction. The problems that these organizations encountered in trying to influence policy for coping with decline and the solutions they propose are also presented. These data are in Table 11.

The concerns of both the provincial and local teachers' associations were related to the protection of the welfare of the members of the teaching force and to the improvement in the quality of education. The fact that the teaching force has become more stable and more experienced since decline, therefore making it very expensive to hire additional teachers to teach the increased number of programs, was mentioned. Thus the standard of education has not improved even though student numbers have been reduced.

The concern that school boards are not planning for the future when the costs of education will have increased and the supply of teachers will have decreased was stated by the representative from the Alberta School Trustees' Association.

A variety of problems were encountered by the members of all three groups in their attempts to influence the policies of the provincial government and the school boards. Problems associated with resources such as the inadequate funding to boards by the provincial government and the reluctance of the Edmonton Public School Board to raise the mill rate were expressed by the interviewees from the provincial teachers' association. The interviewee from the local association cited the poor relationship between the Alberta Teachers' Associations and the Edmonton Public School Board as being a problem, and the respondent from the Alberta School Trustees' Association identified the general absence of planning for decline.

Table 11: Involvement of the Alberta Teacher's Associations and the Alberta School Trustee's Association in Planning

	CONCERNS OF ORGANIZATION	PROBLEMS ENCOUNTERED	PROPOSED SOLUTIONS
A.T.A. Provincial	- improved working conditions, i.e. - fewer contract hours with students - more preparation time - lower class size - job security for teachers - better salaries - quantity and variety or programs and services need to be maintained - improvement of educational opportunity - improvement of educational services - teaching force was getting more experience therefore more expensive - boards had tended to increase class size to the point that the quality of education was suffering	- inadequate funding to boards by [illegible] provincial government for improving the quality of education - poor relations between A.T.A and E.S.P.B. - E.S.P.B. was not adequately using local taxing power - A.S.T.A. had opposed A.T.A. in obtaining control over teacher certification - A.S.T.A. was suspicious of A.T.A. proposals for coping with decline	- staff reduction should be by natural attrition - better career counselling services for university students to avoid entry into an overload speciality - clause to insure minimum staffing should be written into collective agreement - hire more teachers to eliminate split grades - teachers should go to areas of province where there are employment opportunities - limit number of certified teachers coming into province - more rigorous selection of prospective education students - provincial government should provide more funding for scools with declining enrolment - E.P.S.B. should raise mill rate
A.T.A. Local	- job security - quality of education - bussing elementary students - school programs became less flexible as enrolments declined - in core program areas at secondary level class size had not declined - if surplus teachers are to be laid off it must be done in an equitable way - standard of education had not improved in spite of the increased variety of programs - program expansion had increased the workload of teachers	- poor relationship between A.T.A. and E.P.S.B. - E.P.S.B. had not made public any plans for coping with problems of declining enrolment - school closure recommendations based only on economic criteria and enrolment projections - E.P.S.B. had not allowed A.T.A. to have genuine input into planning for decline	- class size clauses should be written into the collective agreement - number of certified staff should be based on number of programs in the school not on student population - E.P.S.B. should raise mill rate - provincial grant structure must take into account fixed overhead costs of operating schools
A.S.T.A.	- school boards were not planning for for the future when costs will have increased and the supply of teachers will have decreased	- reluctance by government and boards to gain and understanding - no planning process for declining enrolment in place - lack of communication between government and E.P.S.B. - superintendent did not have time and resources to do planning	- surplus teachers should be kept on staff so that p.t.r. decreases - opportunities for teachers to retrain needed to be provided so they could stay in the profession - collective agreements should provide for special staffing needs - community school concept should be expanded - use of space by community groups should be expanded

The solutions for dealing with contraction that were proposed by the interviewees from the provincial teachers' association were suggestions for coping on a provincial level with the staffing problems created by decline. These suggestions could assist with certifying only the most highly qualified teachers and improving the general quality of education in the province. Increased funding by Alberta Education for schools with low enrolments was also mentioned.

The interviewee from the local teacher's association proposed that the number of certified teachers in a school should be based on the number of programs being taught, not on student numbers. Class size causes should be written into the collective agreements to reduce the workload of the teachers.

Opportunities for allowing teachers to retrain so that they can stay in the profession and provision for special certification, particularly speciality areas where there are special staffing needs such as vocational education, were solutions suggested by the Alberta School Trustees' Association.

The interviewees from the Alberta Teacher's Association (provincial and local) and the interviewee from the Alberta School Trustee's Association were asked to respond to the question "What do you think are the important components of the planning process? Their responses are reported below.

The interviewees from the local teachers' association stated that identifying the problem and predicting what impact the problem will have on various aspects of the operation were important.

The respondents from the provincial teachers' association replied that a planner must have the ability to anticipate future events and to determine the level and nature of the program that the government is willing to fund. Human relations skills and political skills are necessary for working with community pressure groups.

The interviewees from The Alberta School Trustees' Association responded that the most important component was an understanding of the nature of the problem to be solved. It was also essential for the planner to be able to set the direction that planning is to follow and to have the ability to criticize the plans that are in place so that future conditions can be improved.

4.11 Summary

The data collected from the respondents from the Alberta Teachers' Association (provincial and local) and the Alberta School Trustees' Association gave an indication of the nature of their involvement in planning for decline. These groups attempted to influence the provincial government and the Edmonton Public School Board to improve the working conditions of the teaching force and therefore the learning condition of the students. They recommended that the plans be formulated for improved staffing, and increased funding, and that better collective agreements be made. They also suggested that a composite plan for resolving the problems created by contraction be implemented at both the provincial and district levels.

4.12 Planning for Expansion and Planning for Contraction

The interviewees were asked to reply to the question: "Is planning for expansion different from planning for contraction?" A summary of their comments is reported below.

School administrators stated that in times of expansion planning is tentative because the amount of resources that will be available to work with and the degree of expansion are not known. The process is additive and administrators plan by simply increasing the staff and the programs to accommodate more students. Such problems as the way in which expansion will affect particular programs must be considered. A positive attitude amongst the staff is generated by expansion. Enrichment programs can be implemented; therefore, the quality of education can be improved. In general it is easier and more pleasant to plan in this direction.

It is more frustrating to plan for contraction due to the presence of the problem of trying to maintain the same standards with fewer resources. An administrator must plan under conditions of low staff morale and at the same time make the staff aware of the problems associated with decline and to help staff to adjust to accepting more responsibility.

Central office administrators stated that the process involved in planning both for expansion and contraction is the same. Only the specific problems are different. It is easier to plan for growth because all sources of money are based on expansion. An additive approach is taken.

During times of no growth people are less optimistic, therefore planners must try to influence the attitudes of their clients in order to assist them to accept the program adjustments that occur and to help them to implement these changes with less funding. More advance planning is required to avoid a crisis situation.

Government administrators also stated that the process for planning in both directions is the same, but there is a different set of problems. They also agreed that planning for expansion is easier than planning for contraction because the attitudes of people in general are positive, employment increases and budgets are larger. Historically planning has always been for expansion, and the system of funding has evolved with established practices. There is, however, less time for attention to be placed on specific problems.

When planning for contraction, administrators must review their priorities so that they are able to make sound judgements on what aspects of the operation will be retained and which will be phased out. Decisions which are not acceptable to the public must be made; therefore, the public relations task is more difficult. Because the budget is decreased there are greater problems with financing programs and operational costs in general. Other problems include dealing with the surplus space and the need for new construction at the same time, and coping with the more dramatic effect contraction has on programs.

The interviewees from the Alberta Teachers' Association and the Alberta School Trustees' Association agreed that in planning for expansion an additive approach is taken and that the process is the same as the one that is used when planning for contraction.

4.13 Chapter Summary

The research findings were presented in this chapter. Six aspects of the planning process at the school level were investigated. The intitial activities that preceded the decisions that needed to be made to respond to the problems created by contraction ranged from mobilizing community support to prevent school closure to consultations between principals and teaching staff. The objective that was generally identified as being the most important was to keep the neighborhood school open. Those who participated in the preliminary activities were mainly the principals and the staff; however, in some cases community members and other consulting agencies assisted. The major constraint on the planning process was the decrease in school funding which resulted from lower student numbers. The main concerns of the teachers that were identified by the principals were job security, working conditions and teacher morale, while they were mostly concerned about the reduction of programs and staff.

School administrators stated that the important components of the planning process included: defining the problem, gathering information, estimating resources, communicating, identifying goals, stating objectives and anticipating future conditions.

The characteristics of planning at the school level were described in the six operational areas of educational administration. Most of the activities indicated that principals adjusted to contraction by implementing or expanding the fine arts or foreign language options. There was little or no change in pupil personnel because this service is administered at the system level. The most frequent adjustment in staff personnel was to reduce the number of certified staff in the schools. The major adjustment that was made in community relations was to ensure that there was good communication between the school and the community. When physical facilities become redundant provision for the alternative use of surplus space was made. Finally, the main adjustment in the operational area, school management, was concerned with maintaining the school population.

The rationale for making the adjustments, excluding pupil personnel, was generally to maintain the quality of education under conditions of fiscal restraint and to prevent school closure.

A process of consultation among principals, staff and community members was used to develop short-range innovations for meeting crisis situations.

Data describing the planning process at the district level were collected. The objectives that were identified were concerned with the relationship between school principals and central office, between the public and central office and with the administration of the system in general. The tasks that were reported as part of planning for contraction were mainly concerned with keeping the neighborhood school in operation. Autonomy over resources was the most common constraint on the planning process.

School district administrators presented two different perspectives on the important components of the planning process, one of which was highly political.

The characteristics of planning at the district level were described. The most frequent adjustment in school program was implementing alternative programs in schools with depressed enrolments. Pupil personnel services were not affected by contraction. Most of the adjustments in staff personnel were concerned with provisions for redundant staff. The maximization of the use of vacant school space was the main adjustment in physical facilities. There was no formal plan in community relations. In school management there was an informal plan in school management to bus students from overcrowded to underutilized schools.

CHAPTER 5

DISCUSSION

This chapter is a critical assessment of the planning that has been done with respect to declining enrolment in the Edmonton Public School District. Although the main focus of the thesis was planning at the district level, it was also necessary to examine planning at the provincial and school levels.

The assessment is carried out in terms of the following six dimensions for each of the three levels: the character of the plans, the normative basis of the planning, the politics of planning, the methodological approach to planning, the structure for planning, and the impact of the plans. In addition to giving further insight into the planning process, the assessment also serves as a means for integrating the many diverse bits of information that were presented in the data analysis tables into a more unified perspective on planning. The six dimensions provide a framework against which educational planning can be analyzed and a background for thinking about problems in planning.

The intention is to provide both an 'ideational' and an 'operational' frame of reference. "While the former indicates how things ought to work, the latter indicates how things actually work in the real world" (Dhar, 1974:55).

5.1 The Character of the Plans

Most of the actions at the school level involved adjustments in school program usually in option areas. Certified staff was added or reduced depending upon student numbers. The only special services that could be adjusted by the principal were the counselling and library services. If there was the surplus space which could be used for other purposes, it was usual to allow outside groups to come in and use the school facilities. The most frequent plans made in community relations were arrangements to keep the channels of communication with community members open. Provision for increasing the population in the schools was the major activity in school management.

At the district level, creating conditions that would allow principals to compete for students was the focus of the adjustments in school program. There was no change in pupil personnel services. Making arrangements for the redistribution and reallocation of teachers throughout the district to absorb surplus staff was the main action in staff personnel. The activities in physical facilities included alternate uses of vacant school space and plans to build multiple use schools in the future.

The plan in community relations was to involve the school trustees and community members in closing schools in order to make the decision more acceptable to the public. Revising the approach for financing schools to make funding more equitable was the main action taken in school management.

The provincial government has five specific financial plans which serve the purposes of influencing the decisions made by local jurisdictions and of financially compensating boards that do not have a large enough tax base in their jurisdiction to support education.

Bumbarger et al (1972:6) define a plan as:

> a set of coordinated actions - often sequential in nature - which aim to reduce the discrepancy between the goal and the current conditions. A plan must have its parameters specified.

The parameters of a plan are "a specification of the goals, the policies, the instruments and the broad strategy to be adopted for implementation" (Dhar, 1974:61). Dhar (1974:61) further points out that Bettelheim (1961:2) stresses that the parameters should also "include not only the technical economic and social objectives, but also recommendations concerning the legislative and institutional changes which are indispensible for its materialization."

If the plans that were formulated at the school, the district and the provincial levels are compared to the criteria outlining the nature of a plan as stated by Bumbargar (1972), Dhar (1974) and Bettleheim (1961), then some conclusions describing the character of the plans at each level can be drawn.

School Level Plans

The plans at the school level may be described as quasi-plans because the characteristics depart considerably from those set out in the above definitions. The adjustments made in all six operational areas are similar in that they all contain only the ingredients of a plan. They are part of a piecemeal approach for coping with a crisis situation. The parameters may be implicit in the plans in varying degrees, but they have not been made explicit.

District Level Plans

These plans are similar to school level plans in several ways. They are also quasi-plans for the reasons outlined above. Like the school plans they are operational in nature, that is, they are concerned with the day-to-day activities of the organization. There is an absence of a long-term perspective because they are dependent on student numbers and are subject to change as student numbers change, and they conform to the constraints of the budget. They are more quantitative than qualitative in nature because they focus primarily on the flows and arrangements of pupils, teachers, materials and finances. There is no macroplan to coordinate the activities in all six operational areas. The plans themselves are informal, and were formulated to allow most of the decision-making to occur at the school level.

Provincial Level Plans

At Alberta Education, the plans are research based evolving from problem—orientated issues. They are similar to the plans at the other two levels in that they are quantitative rather than qualitative, being concerned with the financial outlays for school buildings and per pupil expenditures. Plans at this level are both formal and incremental in nature attempting to deal with problems in school finance that have a number of facets. They are short-range plans and conform to the description of a plan as quoted earlier. Unlike the operational character of the plans at the school and the district levels, provincial level plans are strategic being concerned with financial goals and the means of attaining those goals.

5.2 The Normative Basis of Planning

The objective of the plans and the rationale upon which they were based upon reflect the values of the planners. At the school level, many of the objectives centered on keeping the neighbourhood school open and the quality of the education that was being delivered within the school. Some objectives were operational and dealt with problems created by limited resources. Other objectives were meant to overcome the problem of low morale in the school and community created by a climate of uncertainty.

The rationale for the adjustments in school program were primarily directed at developing cognitive skills of the child. In pupil personnel it was to deliver special services to pupils in spite of the loss of financial resources due to decreased enrolment. The rationale for making adjustments in staff personnel were concerned with creating the best working conditions possible for the teachers within the constraints of the budget. In community relations it was to ensure community support to keep the school in the neighbourhood. The basis of change in physical facilities was to make efficient use of available school space. Arranging pupils to avoid split grades was the rationale for the changes in school management.

At the district level, three categories of objectives were identified. The ones that were concerned with the relationship between school principals and central office were related to the goal of encouraging school administrators to make plans for contraction that were consistent with the needs of their own individual schools. Those dealing with the relationships between the public and central office were directed towards serving the public within the context of democracy. The objectives concerning the relationship between central office and the system in general had the purpose of insuring that the quality of education is maintained in all parts of the district.

The rationale for making adjustments in school program reflected the ideal that educational provisions be spread uniformly throughout the system. For pupil personnel it was based on the contention that every student has the right to special assistance if required. The reasons underlying the plans in staff personnel were to place the principals in the position of having to justify to the staff which teachers would be declared surplus. Efficient use of redundant space throughout the district in order to receive the maximum amount of government funding for new construction was the basis for the plans in physical facilities. Forcing principals to justify to the public themselves why or why not a particular program is offered in a school and to deal with public resistance to school closure was the rationale underlying the changes in community relations. Finally, the rationale for the adjustments in school management was to equalize the student population throughout the district to make efficient use of school space and to have some control over the school budget.

At Alberta Education, the objectives considered in formulating the financial plan for assisting school jurisdictions to cope with decline were to maintain government involvement in the spending of the grants and at the same time to force local districts to be the ones who are accountable to the public for decisions of whether or not to build new schools and for deciding the locations of these schools. The rationale that these plans were based upon were criteria of efficiency, economy, politics and the research findings of various studies.

The normative basis adds a qualitative dimension to planning. This dimension is concerned with how the members of an organization would have to plan to be prepared for changing future conditions and to improve the plans and the planning processes.

> We must be concerned with what is desirable as well as what is fact, with standards as well as bench marks, with changes for the better as well as mapping present circumstances (Sergiovanni, 1972:2).

> The normative basis for planning refers to the value orientation which lends substance or content to planning. Normative basis can be defined in terms of 'criteria sets' which serve as a framework for structuring the planning process (Johnston, 1977:137).

Johnston (1979:92) argues "that bringing values to serious questions must be part of any planning process because the planners normative basis affects the scope and depth of what is being planned". Johnston (1979) states that Diesing (1962) developed a framework which can be regarded as a normative basis composed of four distinct rationalities: technical, economic, social and political. This framework serves as a means for illuminating and then questioning the values that are reflected in the plans. Each normative base should be present in any one approach to planning, and they serve to balance one another.

Technical Basis

> Attempts to quantify inputs, processes and outcomes are manifestations of the technical basis for planning. In process terms, to regularize, to make consistent, to program, to avoid overlaps, to organize with central control authority are signs of the technical mode. The chief decision criterion is one of procedural efficiency or of finding the one best way to do a task (Johnston, 1977:138).

Economic Basis

> Economic-based planning focuses on the dynamic relationship of input to output and output, as commensurate with goals is cast in economic terms. The utilitarian character of costs, benefits and economic payoffs creates the mentality that make economics criteria seem justifiable (Johnson, 1977:138).

Social Basis

> Social decisions are based on personal and group relationships, cooperation and conditions for fulfilling human potential. Planning is done to facilitate human and humane activities and to engage questions of social justice and equality. Thus, planning with people rather than for people, is the parlance of social rationality (Johnston, 1977:139).

Political Basis

> Political criteria focus on the formal organizational structure known through positions, roles, tasks, and activities as assigned within an organization as well as between and among organizations. Most important, it is the structuring of these relationships that determines the control function of the organization (Johnston, 1977:139).

Having now drawn some conclusions regarding the objectives considered by the planners at each of the three levels of the planning structure and the rationale underlying the changes in each operational area, manifestations of values implicit in these planning activities can be judged against Diesing's framework.

Looking at the objectives from the school level, first, the values illuminated in the ideal of the perpetuation of the neighbourhood school, concern for the quality of education and the morale of community and staff members appear to be grounded in a social basis for planning. Operational objectives dealing with the distribution of resources reflect technical-based planning.

The values that are apparent in the objectives of the planners at the district level indicate that this was social-based planning because the objectives all appear to be concerned with the relationships among people.

The objectives underlying the financial plans formulated by Alberta Education manifest values that could indicate technical, economic and political-based planning.

Generalizations about the rationale upon which the plans were based have been made for the provincial, the district and the school planners in each operational area. At the school level, the values reflected in developing cognitive skills, creating the best working conditions for the teachers, and keeping the neighbourhood school may indicate social-based planning. Delivering special services may be both social and economic based. Making efficient use of school space and arranging pupils may be signs of a technical basis.

For the district level, equalizing educational opportunity and giving students the right to special services are indicative of a social basis. Making principals accountable to the staff and community for staffing arrangements and school program may derive as much from economic criteria as it does from political consideration. Arranging students uniformity throughout the district may be economic, technical and political-based.

The rationale that underlies the plans formulated by Alberta Education all indicate technical, political and economic-based planning.

5.3 The Politics of Planning

The initial activities that preceded the planning decisions in the schools and led to the preparations for coping with decline are an indication of the nature of the political activities that were engaged in by school administrators. Meetings were scheduled between community members, principals and staff in order to obtain support for any of the changes they wished to implement and to generate ideas to prevent school closure. Consultation with central office personnel was sometimes necessary to convince them of the value of the changes and to obtain their approval on proposals outlining any new plans for the school.

Some constraints were present. Implementing changes in school programs often depended upon central office support and sometimes renovations to the school were necessary. The delay by central office staff in acting upon the suggestions of the principals and the lack of cooperation in providing extra staff, funds and special equipment inhibited the planning process. In one instance it prevented outside groups from coming in to use the school facilities. Sometimes principals had difficulty convincing central office of the value of new programs and if approval was given they had to develop and implement programs on their own.

The planning tasks performed by the Chairman of the Board and by central office administration yield information on the politics involved in planning at the district level. Consultation between the Minister and the Chairman was undertaken to try to develop an acceptable means of reducing the inventory of surplus space in the system. The board's view was that the government must take its share of the responsibility for the problem and that policy must be developed which would not curtail local decision-making power and which should be acceptable to the public.

Central office administrators assumed the role of consultants in that they provided principals with the necessary information to make decisions for coping with decline at the school level. They also acted as conciliators attempting to soothe the anger of principals and community groups who resisted school closure and program changes.

The constraints that central office staff encountered centered around issues of autonomy between themselves and with the provincial government. Too much government control over the use of surplus space and the government's funding formula which limits new construction until the inventory of vacant classrooms is reduced caused political arousal in communities that needed schools.

The planners at government level resisted giving up control over the spending of the funds for new construction through the regulations that were part of the new funding plan. For example, a jurisdiction can not ask for permission to build a new school until there are actually one hundred and fifty children in a community who need school facilities. The utilization factor which is part of the funding formula limits new construction until 87% of the existing space in the district as a whole is occupied. However, this does not solve the problem of overcrowded and underutilized facilities in some areas of the city and the need for new schools in other areas. Because of the regulations, it is the jurisdiction that must deal with community groups resisting school closure or lobbying for new schools.

The Alberta School Trustees' Association and the Alberta Teachers' Association (provincial and local) have the role of policy influencers, attempting to affect government and local decisions to the advantage of their members. In this study, respondents from the teachers' associations indicated that their interests lay in improving the working conditions of the teachers, and, therefore, the learning conditions of the students. They believed that clauses regulating the number of children that could be in one classroom should be written into the collective agreements and that the number of certified teachers on a school staff should be based on the number of programs in the school, not on the number of children. To finance these changes the district would need to raise the mill rate, an action which would alienate the local ratepayers.

The representatives from the Alberta School Trustees' Association had the view that boards should prepare in advance for the anticipated situation of an increase in student numbers and shortage of teachers. This would require a change from planning in terms of economy and efficiency to planning for opportunities for surplus teachers to stay in the profession so that they will be available when the need arises.

The political activity in a system relates to the level at which important decisions are made:

> If the strategic decisions are taken at the upper levels of the administrative hierarchy, it is likely that political activity at the lower levels will be minimal. When significant decisions are made at the school level, the staff at that level can expect to be exposed to political activity from which they have been protected in the past by the administrative structure (Miklos, 1973:16).

In this study, it appears that plans were formulated for centralized control and at the same time to allow for decentralized decision-making. The plans formulated at Alberta Education control the behavior of planners at the district level and those made at central office control the behavior of school administrators. However, within the boundaries of control there is the freedom for each of the lower levels to make significant decisions for operationalizing the plans. This has the effect of putting the lower levels of the bureaucratic structure in the position of having to accept and to deal with the political consequences of the plans that were formulated at the higher levels. It appears that the plans structured the relationships among the three administrative levels and the communities so that the political impact of the plans was manifested to the greatest extent at the school level and to the least extent the provincial level.

The Alberta Teachers' Association and the Alberta School Trustees' Association did not seem to have much political involvement in planning for decline. This could be due to the fact that they were not invited to participate in the planning either by the district or the provincial government or that the concerns of these organizations are to protect the welfare of their own members rather than to plan.

5.4 Methodological Approach to Planning

In responding to the research question: "What do you think are the important components of the planning process?" school administrators stated that the following elements were of consequence: defining the problem, gathering information, estimating resources, establishing goals, stating objectives and anticipating future conditions.

School district administrators presented two different perspectives. One view essentially involved achieving a political synthesis between the views of the various pressure groups in the external environment and the technical expertise of the planners.

In the other perspective, ten different components were identified. They were: situation assessment, needs assessment, gathering information, establishing goals and purposes, identifying alternative solutions, relating means to goals, assessing the alternative solutions, evaluating, establishing new goals, creating opportunities for client input, and advising clients so that they can implement the plans.

Government administrators identified a process consisting of four major aspects: the technical, the public input, the political decisioning and the implementation.

Although the respondents from the Alberta Teachers' Association and the Alberta School Trustees' Association were not actively involved in formulating plans for meeting decline they identified the components of the planning process. The interviewees from the teachers' associations stated that the following components were important: diagnosing the problem, predicting what impact the problem will have on the various aspects of the operation, anticipating future events and determining the level and the nature of the program that the government is willing to fund.

Representatives from the trustees' association stated the process involved understanding the problem, setting direction and evaluating.

The general prescriptive planning model that is found in the literature is the rational decision model which had its origins in operations research and systems analysis. Although many writers have identified different components in the process, the classical model consists of various combinations of the following elements: diagnosing present conditions and recent trends, assessing needs, determining and selecting goals, assessing resources, establishing objectives, developing programs, scheduling, evaluating, and revising. An elaboration of the components of the process was presented in in Chapter 2.

The 'ideal' models that the respondents presented conformed closely with the pure rational models described in the literature. However, the actual planning procedures that were used in preparing to meet decline appeared to differ from both the classical models and the interviewees' own prescriptive on planning models, perhaps with the exception of Alberta Education.

Central office procedure was similar to that at the school level in that changes were made on an innovative basis in response to changes in the environment. The public and school administrators were not involved in the actual development of plans originating from central office but it was participatory in the sense that principals were encouraged to seek assistance from central office when making changes in their schools and the public had the option of presenting their concerns to the district at board meetings.

The planning process at Alberta Education differed from that of both the school and the district. It appeared to be incremental and it relied on research to provide the substance of the plans. The process was also intertwined with the political philosophy and general policy-making strategies that are peculiar to the political party in power.

5.5 The Structure for Planning

In this study, the participants in planning varied with the level of the educational system. At the school level they included school administrators, the Home and School executives and members, the teachers, the support staff in the schools, the parents of the community and resource personnel from outside the school and community such as the Alberta Education Cultural Branch and personnel from the curriculum and planning departments at central office. Most of these people were not officially designated as planners even though they did planning tasks nor were they members of a permanent planning committee. They can be best described as members of a task force.

The planning department at central office was the official planning unit in that organization. The staff were trained experts in planning and were permanent employees of the district. Their function was mostly to plan for school facilities and pupil transportation. When the situation demanded involvement by outsiders, they consulted with school administrators and community groups.

There are planning units at Alberta Education whose function is to assist jurisdictions to plan for school construction and to formulate plans for generally funding education throughout the province.

U.N.E.S.C.O. (1970:163) advises that there should be a planning unit staffed with specialist personnel (a) to handle highly specific tasks of information study and evaluation (b) to co-ordinate the various sectors of the educational system and (c) to obtain for planning the necessary attention. The planning unit could serve this function.

Although these statements are based on the assumptions that educational planning is a national function and that the structure for planning is highly centralized, the planning unit could conceivably be an institution at each level of a decentralized educational system such as that of Alberta.

Miklos and Bourgette (1972:155-158) identify four ideal characteristics of planning structures.

1. Planning should take place at all system levels.

Although certain types of planning might require particular types of expertise which might best be performed by experts in planning units, the structure for planning must allow planning to be dispersed throughout the national, local, regional and institutional levels. The planners should include students and parents, elected officials and community workers, business people, trustees and taxpayers.

2. Planning must be closely tied to the overall management of a system.

There must be links vertically connecting each level of the structure so that planning throughout the system can be coordinated. In addition planning must be tied to all the horizontal decision-making structures in an organization.

3. At the macro-level, educational planning should be coordinated with general social and economic planning.

"Planning structures should provide for the necessary communication and coordination among various planning agencies, particularly at the government level because of the interdependent nature of services, limits on resources and the need for priorities" (pp. 157-158).

4. The institutionalization of planning within a system will require adjustments in existing structures and processes.

"Planning structures must be designed and adjusted to particular settings in accordance with what appear to be the most promising ways for initiating more deliberate, rational planning activities. It may be necessary to introduce new structures and practices which will force existing patterns to change" (pp. 158-159).

Some generalizations about the nature of the planning structure in Alberta can be made if the data from this study are compared to the characteristics of planning structures as described in the literature.

Planning activities took place at all system levels. It appeared that in general planning was the responsibility of the entire administration of the educational system who consulted with people from various outside agencies. The public appeared to be involved mostly at the school level and least of all at the provincial level. A possible reason for this is that the bureacracy of governments is more complex than that of the schools and does not lend itself to widespread public involvement.

There appeared to be a lack of coordination among the vertical levels of the planning structure. The absence of continuous and worthwhile contact between the government, the district and the schools seemed to cause considerable difficulty in dovetailing some of the proposals generated by each level. It appeared that the various planning agencies were working in isolation from one another, and the weak relationships seemed to aggravate the mutual distrust between the provincial government and the district and between central office and some of the schools in the sample.

There did not appear to be any attempt by the provincial planners to co-ordinate educational planning with general social and economic planning.

Central office planners and most of the principals in the sample were working to expand the concept of the community school and to integrate services like day care centers into the school. They were also working with the city parks and recreation and the Alberta Cultural Branch to extend the adult education and recreation programs.

Strong interest was expressed by central office in introducing a new educational structure into the district that would be similar to the Dawe Centre in Red Deer. This facility combines community services such as a library, a health center, and a church with school facilities. The center is a cultural, health, educational center for the community. It is administered by the public and separate boards and the city council, and managed by a center manager and a principal.

5.6 The Impact of the Plans

The school administrators expressed a variety of concerns that should be taken into account when planning for declining enrolment. Making qualitative improvements in education under the conditions of economic restraint appeared to be the most challenging one. It was difficult to maintain and to improve programs in the school and to give the children the opportunity to have varied career-related experiences. These problems were partly due to the presence of inadequate or inappropriate physical facilities for supporting diverse programs and partly caused by the increased difficulty of bringing teachers into the school who had special extra-curricular and vocational skills.

Principals stated that there were problems with organizing staff which had the potential for causing the best staff to leave the school in search of better working conditions. These included having to request teachers to teach out of their area of expertise and to teach split grades, and the problem of low staff morale which was related to job security.

The teachers had similar concerns of job security, working conditions and improving the quality of education.

Because school district administrators conceptualized declining enrolment as not only a school system problem but also as a community problem, they expressed the concern that the public must be made to understand that as enrolment declines educational services will decline. Another concern associated with community relations that needed to be planned for was the problem of reconciling public resistance to school closure with their intolerance to busing unless it was temporary or unless the children went to other schools.

The fact that small schools were more expensive to operate complicated the problem of improving the quality of education. Once programs were phased out due to a lack of students to support them, it was difficult to get them back and there was danger of losing the school. Small schools posed problems with staffing arrangements because it was more difficult to balance the required number of teachers and specialist personnel with the programs and students in the school.

Finally, central office administrators were concerned about creating conditions that promoted more cooperation among the public and separate school boards and community agencies to avoid the waste caused by duplicating facilities.

> Planning is charged with the task of bringing about change within the educational system, and with developing programs which are more closely related to the needs of students and society (Miklos, 1972:36).

In order to have impact on actual educational practices, the concerns of the administrators and teachers need to be translated into operational programs at the local level.

The challenge of making qualitative improvement appeared to be reflected in the plans at the school level. There was an overall increase in the variety of programs available throughout the district, with the emphasis placed on foreign languages and fine arts, and the core subjects. Even though all these programs were not available at every school, the open boundary system facilitated the parents choice of sending their children to those schools where they believed they could obtain the best education.

While promoting the use of school facilities by community groups makes use of surplus space and assists with preventing school closure it may also have some very positive effects on the schools and society in general. Public relations between the community and the school may be improved, and parents may be more willing to donate their time and energy to extra-curricular activities within the schools. A by-product may also be that parents are more supportive of administrators and teachers because they are more openly exposed to the administrative problems within the school. This was in fact the case at Lansdowne, Malmo and Virginia Park.

In recent years there has been an increased interest in extended education or community education programs which not only serve to meet the broader educational demands of society but also aid people to make productive use of their leisure time. The adult education programs operating in some of the schools in the sample are examples of a response to this need.

Attempts to overcome the staffing problems were manifested in both the plans and the planning processes. Most principals stated that they consulted with their teachers before assigning them split grades or teaching responsibilities outside of their area of expertise in an effort to provide for opportunities that would offer them the most job satisfaction.

It appears that district administrators were not very effective in formulating plans to improve community relations or relations with school principals. Even though they were of the philosophy that the problems resulting from contraction must be shared by the schools, the district and the provincial government, they clearly stated that it was the responsibility of the school administrators to plan for solutions for dealing with the problem. The insecurity created because of the threat of school closure had the effect of pitting school community against school community in a competition for students.

In an effort to promote inter-agency cooperation in the use of facilities, the Chairman of the Board and central office administrators held meetings with city aldermen, the superintendent of the separate school board and community agencies. The outcomes of these meetings were not known at the time of data collection.

5.7 Chapter Summary

A critical assessment of the research findings was presented in this chapter according to the following six dimensions: the character of the plans, the normative basis of planning, the politics of planning, the methodological approach to planning, the structure for planning, and the impact of the plans.

By attempting to provide both an operational and an ideational frame of reference some aspects of the theory-practice gap were highlighted. The theoretical planning models in the literature are assumed to be generally applicable at all times, in all places and under all circumstances. The data in this study indicate that school administrators made little use of the rational models when planning within their own organizations even though they were aware of what these models entail. Perhaps the inadequacy of these models is that there are no value or political components and that they do not adequately deal with the process of change or issues of conflict. Nor is there any provision for client participation in the planning process.

CHAPTER 6

CONCLUSIONS

6.1 Purpose of the Study

The purpose of this study was to describe how the planning to meet the challenge of declining enrolment was carried out in the Edmonton Public School district. Answers to the following research questions were sought.

1. What specific plans for adjusting to reduced enrolments were established or were being developed in each of the following operational areas: school program, pupil personnel, staff personnel, community relations, physical facilities and management?
2. What planning preceded these decisions?
3. What objectives were considered in developing these plans?
4. Upon what criteria were these plans based?
5. Who had the major responsibility for developing these plans?
6. What processes were used to arrive at these plans?
7. What factors were operating to constrain the planning process?
8. What were the concerns of the provincial government, the school district, and the schools regarding declining enrolment?
9. How did planning for expansion differ from planning for contraction?
10. What were important components of the planning process?

A selected sample of twenty-six people was chosen to be respondents. They were members from Alberta Education, the Central Office of the Edmonton Public School District, eight schools in the district experiencing declining enrolment, the Alberta Teachers' Association (provincial and local), and the Alberta School Trustees' Association. The Chairman of the Board, and a former administrator from central office were also selected. All the respondents were involved with planning activities within their own organizations, even though some were not officially designated as planners.

The instrument used for data collection was an interview schedule. The questions were related to the six operational areas of educational administration as identified by Miklos (1975). The instrument was given to each of the respondents, and then followed up by a face-to-face, tape-recorded interview.

6.2 Summary of the Findings

Specific Plans or Decisions

At the school level, the decision in school program was to add or to remove subject offerings depending on the degree of student and community support. In pupil personnel it was to adjust services such as library and counselling services if the students needed them. The change in staff personnel was to organize the staff to avoid split grades and to allow teachers to teach in their own area of expertise. If there was surplus staff, then the school board policy guidelines for redundant staff were applied. For community relations, it was to keep the channels of communication open and to insure community support for the school. The adjustment in physical facilities was to provide existing school space for implementing new programs or to make renovations so that the space would be more suitable for the community groups wishing to use it. Finally, in management, the activities were to prevent school closure.

At the district level, the change in school program was to implement new programs in schools that were losing students. Declining enrolment did not affect pupil personnel services. The district policy for staff personnel was that no teacher in the system shall be unemployed because of declining enrolment. There was no formal plan for community relations. In physical facilities the action was to find an alternative use for surplus space. The decision in management was to have principals make adjustment to decline at the school level.

Alberta Education had five specific financial plans for assisting school districts to cope with the problems created by contraction.

Initial Activities

The planning that preceded the adjustments at the school level ranged from consultation between principals and staff to develop plans for reorganizing the school to mobilizing community support to keep the school open.

At the district level enrolment trends were analyzed and the figures were given to school administrators for use in planning at the school level.

Alberta Education had Woods, Gordon and Company do a study on school facility planning prior to the formulation of their financial plans.

Objectives

The objectives at the school level focused on maintaining the quality of education and keeping the neighborhood school open. Three categories of objectives were identified at the district level: those concerned with the relationship between central office and the principals, those dealing with the relationship between the public and central office and those concerning central office and the system in general.

The objectives of the plans developed by Alberta Education centered on forcing local jurisdictions to take more responsibility for school construction.

Criteria

The rationale underlying the school level changes appeared to be based upon creating conditions for optimum job satisfaction for teachers and the best possible learning conditions for students, in spite of the problems imposed by decline.

The district level adjustments appeared to be based upon the rationale of using surplus space in the district in order to obtain the maximum amount of government funding for new school construction.

At Alberta Education the rationale was to limit new school construction and to efficiently use the existing space in the province.

Participants

The planners at the school level were the principal, the teachers and community members. At the district level they were mainly the members of the planning department. The planners at Alberta Education were government employees who consulted with various experts from the University of Alberta and consulting firms.

Processes, Procedures

The planning process at both the school and the district level appeared to differ from the classical rational models found in the literature. At the school level it was a process of participatory consultation among principals, teachers and community members, and was similar to the district level in that it appeared to be innovative. At Alberta Education, the process appeared to be incremental in nature and relied on research to provide substance to the plans.

Constraints

At the school and the district levels, the major constraints inhibiting the planning process appeared to be political and economic while at the provincial level the main constraint was political.

Concerns of Provincial Government, School District and Schools

No data on the concerns of Alberta Education were collected. At the school level the concerns of the principals were related to making qualitative improvements in education under conditions of economic restraint. School administrators identified the concerns of their teachers to be job security and working conditions. The major concerns of school district administrators appeared to be improving community relations, improving the quality of education and making efficient use of physical facilities.

Planning for Expansion and Planning for Contraction

Administrators at all three levels and personnel from the Alberta Teachers' Association (provincial and local) and the Alberta

School Trustees' Association all perceived the process of planning for contraction to be the same as planning for expansion. They stated that only the problems were different.

Components of the Planning Process

School level administrators stated that the important components of the planning process included defining the problem, gathering information, estimating resources, establishing goals, stating objectives and anticipating future conditions.

School district administrators identified two different perspectives on planning. The first one involved achieving a political synthesis between the views of the various pressure groups in the external environment and the technical expertise of the planners. The second one was composed of the following ten components: situation assessment, needs assessment, gathering information, establishing goals and purposes, identifying alternative solutions, relating means to goals, assessing the alternative solutions, evaluating, establishing new goals, creating opportunities for client input and advising clients so they can implement the plans. Government administrators identified a planning process consisting of four major aspects: the technical, the public input, the political decisioning and the implementation.

6.3 Implications for Practice

The Principal

The results of this study led to some implications for practicing school administrators. Because of the rapid changes in our society, especially the demographic factors which cause enrolment shifts, the importance of preparing for the immediate future is underscored. There appears to be a need for emphasizing innovativeness and short-range planning to produce alternatives that are appropriate for meeting crisis situations. Due to changing circumstances, the principal may find that the plans that were proposed in June are not appropriate for the following September; therefore, there appears to be a need to develop skills for making contingency plans. Principals could also ensure that there is public involvement in planning at the school level by inviting community members to participate in drafting the plans.

Central Office

It was found that some planning for school facilities, staff and pupil personnel services was taking place in central office. But there appeared to be lack of coordination or integration among the departments responsible for each of these functions, therefore, there appears to be a need for planners at this level to develop means for increasing interorganizational collaboration.

Plans which reflect the concerns of the principals, teachers, students and communities need to be worked out. Consultation models for client input which bring planning closer to the "grass roots" level should be explored. Central office administrators should organize school principals throughout the district so that uniform plans for all the schools can be made

Alberta Education

Alberta Education appeared to place priority on financial planning and planning school facilities. Perhaps some aspects of manpower planning need to be given attention in order to prepare in advance for possible teacher surpluses either within the province as a whole or in particular speciality areas. Government administration could also insure that the plans at each vertical level of the administrative structure are formulated upon political, social, technical and economic bases so the solution to planning problems in the schools, the district and the government can be properly coordinated.

Finally, there should be a more conscious deliberate attempt to plan by all three levels of administrative structure to ensure that there are means available for coping with changing circumstances.

6.4 Implications for Theory

The results of the study indicate that existing theory inadequately describes how planning actually takes place. The rational models describe planning as an orderly linear progression of sequential steps towards goal accomplishment. In this study, it was found that politics and the values of administrators and various client groups played a more important role in planning than the rational models would seem to suggest.

Future planning theories need to be based upon emprical findings so that they do not appear as a formula that is imposed upon the organization and a pattern to which planners must adapt. They should be less global and more specifically related to a particular type of planning structure and to the nature of the planning that takes place within that organization.

The current planning models have a rationale bias which assumes that planners have enough information and resources to make comprehensive plans. This study indicated that planners proceeds in an incremental fashion planning for specific problems as they arise.

6.5 Recommendations for Further Research

More exploratory studies like this one need to be done so that comparisons can be made. There is a need for more knowledge of the scope of planning, the major variables influencing planning and the settings in which planning occurs. The insights obtained through a comprative analysis of similar cases can be useful for formulating hypothesis for more definitive investigations.

Further studies could focus on such themes as how the normative basis of planning, the methodological approach to planning, the politics of planning and planning structures influence the planning process and outcomes. Perhaps these studies could take the form of survey research.

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APPENDIX A

List of Interviewees

List of Interviewees

Alberta Education

Dr. Duke - Director of Finance, Statistics and Legislation

Dr. Fenske - Director of Planning and Research

Dr. Hathaway - Associate Director of Policy and Planning, School Buildings Branch

Dr. Kulba - Director for School Buildings Branch

Edmonton Public School District

Mr. Baker - Associate Superintendent

Mr. Dosdall - Associate Superintendent

Dr. Grierson - Director of Special Services

Mr. Lukaweskey - Director of Instructional and Administrative Staff

Dr. Massey - Chairman of the Board

Mr. Perry - Assistant Superintendent

Mr. Rempel - Director of Personnel Records

Dr. Smith - Director of Planning and Accommodation

Mr. Strembitsky - Superintendent of Schools

School Principals

Mr. Day - Kenilworth

Mr. Homeniuk - North Edmonton

Mr. Loewen - McNally

Mr. Loomis - Lansdowne

Mr. Lummis - McKernan

Mr. McCormick - Malmo

Mr. Muirhead - Cromdale, Virginia Park

Mr. Radcliff - Spruce Avenue

Mr. Tobert - former Central Office administrator

Alberta Teachers' Association (provincial)

Dr. Bride - Coordinator of Professional Development

Dr. Keeler - Executive Secretary

Alberta Teachers' Association (local)

Mr. McLearn - president

Alberta School Trustees' Association

Dr. Tymko - Director of Educational Services

APPENDIX B

Interview Schedules

Interview Schedule - A.S.T.A.

Please answer the following questions relating to the plans that you have for meeting the changes resulting from declining enrolments and the planning processes that you are using to deal with those changes.

1. What has been your role in planning for declining enrolments in the Edmonton Public School District?
2. What are the concerns of the Alberta School Trustee's Association regarding declining enrolments?
3. What do you perceive to be the concerns of the teachers regarding declining enrolments?
4. Will there be a surplus teaching force in the Edmonton Public School District?
5. In the event of a surplus, what plans are there for dealing with a surplus staff?
6. Was the A.S.T.A. consulted in planning staff requirements?
7. How (by what process or procedure) were these plans arrived at?
8. Upon what criteria or priorities were these plans based?
9. Were any obstacles to the planning process encountered? If so, what were they and which groups were involved? How were these obstacles overcome?
10. Do you regard planning for expansion different from planning for contraction: If so, in what way?
11. What do you regard as the important elements of the planning process?
12. Is there any matter regarding planning for declining enrolments that I did not cover?

Interview Schedule - A.T.A. (provincial and local)

Please answer the following questions relating to the plans that you have for meeting the changes resulting from declining enrolments and the planning processes that you are using to deal with those changes.

1. What has been your role in planning for declining enrolments in the Edmonton Public School District?
2. What are the concerns of the Alberta Teachers' Association regarding declining enrolments?
3. What do you perceive to be the concerns of the teachers regarding enrolments?
4. Will there be a surplus teaching force in the Edmonton Public School District?
5. In the event of a surplus, what plans are there for dealing with a surplus staff?
6. Who planned staffing requirements?
7. Was the A.T.A. consulted in planning staff requirements?
8. How (by what process or procedure) were these plans arrived at?
9. Upon what criteria or priorities were these plans based?
10. Were any obstacles to the planning process encountered? If so, what were they and which groups were involved? How were these obstacles overcome?
11. Has declining enrolments affected salary negotiations? If so, in what way?

12. Do you regard planning for expansion different from planning for contraction? If so, in what way?

13. What do you regard as the important elements of the planning process?

14. Is there any matter regarding planning for declining enrolments that I did not cover?

Interview Schedule - Central Office

Please answer the following questions relating to the plans that you have for meeting the changes resulting from declining enrolments and the planning processes that you are using to deal with those changes.

What has been your role in planning for declining enrolments in the Edmonton Public School District?

I. SCHOOL PROGRAM

1. Has it been necessary to change the quantity and variety of school programs since enrolments have begun to decline? If so in what way?
2. What process or procedure did you use to develop these plans?
3. Upon what criteria or priorities are these plans based?
4. Who was involved in formulating these plans?
5. Were any obstacles to the planning process encountered? If so what were they, and which groups were involved? How were these obstacles overcome?

II. PUPIL PERSONNEL

1. What plans have been made for the continued provision of special services for pupils (i.e. reading specialists) since enrolments have begun to decline?
2. What process or procedure did you use to develop these plans?
3. Upon what criteria or priorities are these plans based?

4. Who was involved in formulating these plans?

5. Were any obstacles to the planning process encountered? If so what were they and which groups were involved? How were these obstacles overcome?

III. STAFF PERSONNEL

1. What are the projections for future teaching staff needs?

2. How were these projections determined?

3. What are the projections for future administrative staff needs?

4. How were these projections determined?

5. Who is involved in planning staff requirements?

6. In the event of a surplus, are there any plans to deal with a surplus staff?

7. What process or procedure did you use to develop these plans?

8. Upon what criteria or priorities are these plans based?

9. Were any obstacles to the planning process encountered? If so what were they and which groups were involved? How were these obstacles overcome?

10. What do you perceive to be the concerns of the teachers regarding declining enrolment?

IV. PHYSICAL FACILITIES

1. In the event of redundant school space, what plans are there?

2. Who is involved in planning the use of surplus school space?

3. What process or procedure did you use to develop these plans?
4. Upon what criteria or priorities are these plans based?
5. Were any obstacles to the planning process encountered? If so, what were they, and which groups were involved? How were these obstacles overcome?

V. COMMUNITY RELATIONS

1. Has the public responded to any of the planning that has been done? If so, in what way?
2. Has the public been involved in any of the planning that has been done? If so, in what way?

VI. MANAGEMENT

1. What plans have been made for organizing students so that they can be taught and be given special services at an economical unit cost?
2. Have any plans been made for changes in the financing of schools? If so, what are they?
3. Who is involved in the financial planning of schools?
4. Upon what criteria or priorities are these plans based?
5. Were any obstacles to the planning process encountered? If so, what were they and which groups were involved? How were these obstacles overcome?

* * * * * * * * * * *

Please answer the following questions:

1. As an executive officer what are your concerns with regards to declining enrolment?
2. What do you perceive your board's concerns to be regarding declining enrolment?
3. Do you regard planning for expansion different from planning for contraction? If so, in what way?
4. What do you regard as the important elements of the planning process?

Interview Schedule - Alberta Education

Please answer the following questions relating to the plans you have for meeting the changes resulting from declining enrolments and the planning processes you are using to deal with those changes.

What has been your role in planning for declining enrolments?

1. What are the projections for future staff needs in Alberta?
2. How were these projections determined?
3. What plans have been made for the re-distribution of financial resources since enrolments have begun to decline?
4. What were the priorities upon which these plans were based?
5. Were other agencies involved in the financial planning for declining enrolments?
6. If other agencies were involved in the financial planning, how were they involved?
7. What plans have been made regarding the use of redundant school space?
8. Who was involved in planning the use of surplus school space?
9. What process or procedure did you use to develop these plans?
10. What are the criteria or priorities upon which the use of redundant school space is based?
11. Were any obstacles to the planning process encountered? If so, what were they and which groups were involved? How were these obstacles overcome?
12. Has the public responded to any of the planning that has been done? If so in what way?

13. Have professional educators been involved in any of the planning that has been done? If so in what way?

14. Has the public been involved in any of the planning that has been done? If so, in what way?

15. What do you regard as the important elements of the planning process?

16. Do you regard planning for expansion different from planning for contraction? If so, in what way?

17. Is there any matter regarding planning for declining enrolments that I did not cover?

Interview Schedule - School Administrators

Would you please answer the following questions relating to the plans you have for meeting the changes resulting from declining enrolment and the planning processes you are using to deal with these changes?

What planning activities have you been engaged in regarding declining enrolments? What has been your role in these activities?

I. SCHOOL PROGRAM

1. Has it been necessary to change the quantity and variety of school programs since enrolments have begun to decline?
2. What plans have been made for the adjustment of school programs to take into account a decreased student population?
3. What process or procedure did you use to develop these plans?
4. Upon what criteria or priorities are these plans based?
5. Who was involved in formulating these plans?
6. Were any obstacles to the planning process encountered? If so, what were they and which groups were involved?

II. PUPIL PERSONNEL

1. What plans have been made for the continued provision of special services for pupils (e.g., reading specialists) since enrolments have begun to decline?
2. What process or procedure did you use to develop these plans?
3. Upon what criteria or priorities are these plans based?
4. Who was involved in formulating these plans?

5. Were any obstacles to the planning process encountered? If so, what were they and which groups were involved?

III. STAFF PERSONNEL

1. What are the projections for future staff requirements for your schools?
2. How were these projections determined?
3. In the event of a surplus, are there any plans to deal with surplus staff?
4. What process or procedure did you use to develop those plans?
5. Who is involved in planning the allocation of staff for your school?
6. Upon what criteria or priorities are these plans based?
7. Were any obstacles to the planning process encountered? If so, what were they and which groups were involved?
8. Have your responsibilities as school principal changed since enrolments have begun to decline? If so, how?
9. Have the responsibilities of your teachers changed since enrolments have begun to decline? If so, how?

IV. PHYSICAL FACILITIES

1. In the event of redundant school space, what plans have been made?
2. Who was involved in planning the use of surplus school space?

3. What process or procedure did you use to develop these plans?

4. Upon what criteria or priorities are these plans based?

5. Were any obstacles to the planning process encountered? If so, what were they, and which groups were involved?

V. COMMUNITY RELATIONS

1. Has the public responded to any of the planning that has been done? If so, in what way?

2. Have members of other educational agencies responded to the planning that has been done? If so, how?

3. Has the public been involved in any of the planning that has been done? If so, in what way?

VI. MANAGEMENT

1. What plans have been made for organizing students so that they can be taught and be given special services at an economical unit cost?

2. Have any plans been made for changes in the financing of your school? If so, what are they?

* * * * * * * * * *

1. As school principal, what are your concerns regarding declining enrolment?

2. What do you perceive your staff's concerns to be regarding declining enrolment?

3. Do you regard planning for contraction different from planning for expansion? If so, in what way?
4. What do you regard as the important elements of the planning process?

APPENDIX C

Letter to Interviewees

January 24, 1980

Dear Interviewee,

Enclosed is a copy of the questions that are appropriate for obtaining the data that are necessary for my thesis.

I realize that you may not have information on all of the questions asked. Could you please identify the ones that you are knowledgeable about, and we will discuss those questions during our interview?

I would also appreciate it if you would suggest who I could contact so that I can acquire a complete set of data.

Thank you.

Sincerely,

Andrée Almeida